

# LAW ENFORCEMENT NEWS

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*Hey, big spender...*

## Cops miffed at \$\$\$ stats

When Harry Stege, the police chief of Tulsa, Oklahoma, was told by an interviewer that the recent U.S. Census Bureau report on "City Government Finances in 1978-79" listed his town as spending the least amount per capita on police services of any major U.S. city, the chief said the figure had little to do with his area's crime rate.

"We have a reasonably high crime rate here," Stege said. "We're just accustomed to doing more with less. We're so accustomed to doing more with less that we're now able to anything with nothing."

The Tulsa chief's response may have been tongue-in-cheek, but it reflects the skepticism that many law enforcement officials from around the country voice when confronting statistics that attempt to compare money spent on police forces in cities across the United States.

The census report lists Washington, D.C., as spending the most on its police force of the 46 cities over 300,000 population, with \$234.02 per capita. Following the nation's capital were Detroit with \$140.70 per person, Boston with \$123.86, Newark with \$115.37, and Chicago with \$114.21.

According to the government report, completed in the waning days of the Carter Administration, population figures are

based on 1977 Census Bureau estimates. The figures used to determine police department spending by local governments, as well as other municipal department spending, "are based on a mail canvass... The mail reports were examined intensively, and followup correspondence was used to supplement and verify questionable figures."

Most police officials don't need to become acquainted with Mark Twain's line about "lies, damned lies and statistics"; they, and academicians who study the police, know how slippery numbers become when they're applied to law enforcement.

Tulsa's chief, for one, said the census figures were off for his city. He attributed part of the discrepancy in the dollar totals to the fact that Tulsa doesn't list the amount of money spent on gas for its department. "And that's got to be a large part of any department's budget," Stege said.

"There is no set formula," Newark Lieutenant George Dickscheit added. "I don't care where you go or who you talk to. There are so many different variables that determine... the number of police officers a municipality will have."

Dickscheit, an administrative assistant to Newark's police chief, outlined some

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**Making do:** As police chiefs are being forced to work sleight of hand with diminished budgets, two new studies offer ways to cope with austerity. Page 3.

**In step with the military:** American police forces have a history of being based on the military model of management. But not everyone's a fan. Public Forum, Page 7.

**Feeling tense?** If the job has you ready to climb the walls, the head of the Boston police stress program may have the words to soothe you. Interview on Page 8.

## Federal juvenile justice program facing possibility of oblivion

Local and Federal juvenile justice officials alike are waiting with bated breath to see if the Office of Juvenile Justice and Delinquency Prevention, slated for extinction under the Reagan budget proposals, can make an eleventh-hour, phoenix-like rise from the ashes.

Existing Reagan Administration proposals would eliminate the DJJDP, which administers categorical and block grants, roughly \$63 million by acting administrator Charles Lauer's estimate. There are proposals in Congress which would sharply reduce OJJDP, in effect making the agency disappear, while lumping its funds with other programs into a new block grant allocation that would total \$9.3 billion.

Those proposals still face an uncertain future in Congress, which is scheduled to vote on the total budget package after the summer, by which time they will have gone through numerous committee, floor and conference committee changes. Some officials hope that through the political maneuvering, OJJDP will somehow manage to survive.

One of the first groups to attack the Reagan plan to gut the juvenile justice program was the National Council of Juvenile and Family Court Judges. It issued a position paper stating, "we are mys-

tified by why this small but vital program has been targeted for 100 percent elimination."

The group also questioned the willingness of most states to award grants under their own initiative from a block funding program. "Through long experience, juvenile justice professionals know these state bureaucracies to be unresponsive to the needs of the juvenile and criminal justice systems. In most states these professionals would not receive a dime."

Why is the Reagan Administration making such a big push to eliminate OJJDP? "The attorney general has testified two or three times so far," acting administrator Lauer said in a recent interview with Law Enforcement News. "The rationale is the spreading of the cuts, the primary reason and the state of the economy throughout the country. Secondly, the states would have that authority to continue funding those types of programs. They could continue to do so through the block grants."

Lauer, who had been the acting general counsel for the Office of Justice Assistance, Research and Statistics until this new appointment, replaced Ira M. Schwartz as head of DJJDP.

A Justice Department spokesman said Schwartz's resignation, effective February 7, was not a response to the Reagan decision to erase funding for the program. A political appointee, Schwartz would likely have been out even if the Reagan proposal had not included DJJDP.

## Locking horns with ACLU:

## 'Shoot to kill' edict stirs Terre Haute

Depending on who you ask, the Terre Haute, Indiana, police chief's recent order allowing his officers to "shoot to kill" fleeing suspects may or may not be a raging success.

Ask the chief, Gerald Loudermilk, and he'll say "it's done wonders" in reducing the crime rate. Pressed further, he noted that "our crime rate is down demonstrably in the first three months of this year as compared to last year. That's armed robberies, break-ins and also thefts."

Others, however, aren't cheering so wildly. Joyce Martello, executive director of the Indiana Civil Liberties Union, reacted to the chief's directive angrily, stating that "to shoot someone, in the process of... you know, when they're fleeing, robs that person not only of due process of law but robs that person of their fundamental right to life guaranteed under the Constitution."

The order was issued after the recent shooting deaths of three officers, Indianapolis Detective Sgt. Jack Ohrberg and Marion County Deputies Gerald L. Morris and Terry L. Baker.

"If it boils down that it's us against

them, I want it to be us," Loudermilk told the Indianapolis *Star*. The chief went on to say that he issued his directive to free his officers from hesitating to shoot or "we're going to find we've got what Marion County's got."

The chief, who has been on board in Terre Haute for about a year, said officers could now shoot to capture "a person whom the officer has reasonable cause to believe has committed a felony, or to rescue a person held hostage."

Cops can also use their guns "when all other available means have failed or when the officer reasonably believes that no other means can possibly succeed," Loudermilk said.

The order replaced a previous policy, last updated in 1976, which said that guns should not be used unless the officer was absolutely sure that the person fleeing was wanted for a serious crime such as murder, kidnapping, rape or armed robbery.

Noting that "such intentions as shooting to wound or shooting to scare have no place in effective police work," Loudermilk said the changes were made in direct consultation with local officials

and don't amount to "that much" of a change over previous policies. "We still kept within the state statutes which gives you the right to shoot a fleeing felon."

While stating his hope that his officers would never have to use their weapons, Loudermilk stressed that if they did, "they know they'll have the full backing and support of this administration."

The chief said his ruling is making a difference. "Now it seems like especially here at night, if you put that red light on a vehicle to stop, its going to pull over. They don't run," Loudermilk said with a chuckle.

Some see problems with both the chief's ruling and the state guidelines he says he's complying with, however. "We have a suit in both state and Federal court challenging the constitutionality of our state statutes," says ICLU director Martello.

"We'd like to see that statute changed so that a police officer would only be permitted to shoot if he felt that his life was in danger or the life of a third party," Martello said, noting that both suits have recently been filed and are awaiting the defendant's response.

## Fla. gets tough with police paper scams

Testimony began recently in a subcommittee of the Florida House of Representatives on a bill that would provide additional enforcement and staff muscle to laws that govern newspapers claiming law enforcement affiliations.

It's not only in Tallahassee, however, that officials are beginning to ask questions about publications and their ties to law enforcement. Investigations leading up to consent decrees have already taken place in Minnesota and Wisconsin. Investigations by other publications and by the CBS News program "60 Minutes" have also explored the problem.

Publications named in consent decrees and in other investigations include "Law Enforcement Quarterly," the "Law Enforcement Calendar," and the "Law Enforcement Recorder."

{Another publication, reportedly published in Florida and calling itself the

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# ...NewsBriefs...NewsBriefs...NewsBriefs...

## Prostitutes facing the hook as casino meccas get tough

Amid concern about the number of prostitutes frequenting the casinos in their towns, officials in both Atlantic City and Las Vegas are cracking down on ladies of the evening.

In Las Vegas, a three-night roundup of prostitutes in or around the Las Vegas Strip casinos yielded 377 citations or arrests, according to an Associated Press report. Beginning March 9, plainclothes officers in the Nevada city roamed the Strip and took suspected prostitutes into waiting buses where they were issued citations, kept for the night and released.

There are approximately 2,500 prostitutes who now work for the Strip compared with the usual 1,000, according to police estimates.

Across the country in Atlantic City, the Philadelphia *Bulletin* reported that law enforcement officials are investigating a number of casino workers suspected of providing prostitutes to some of the more affluent patrons.

The *Bulletin* said the New Jersey Division of Gaming Enforcement, the State Police and the Atlantic County Prosecutor's Office are investigating a handful of casino employees at Caesar's Boardwalk Regency, Bally's Park Place and the Brighton Hotel and Casino.

## Firearms instructors group takes aim at training needs

With an eye toward the fostering the best possible training for police, security, military police and corrections officers, a group of 44 law enforcement officials met in Springfield, Mass. recently to form the International Association of Law Enforcement Firearms Instructors.

Training and law enforcement officials from 11 states attended the meeting at the invitation of Charles L. Smith, a former FBI training officer and director of the Smith and Wesson Academy. Among those involved in the organizing session were three board members from the Police Marksmen Association, Ohio Sheriff Denver Mock Jr., New Hampshire's Massad Ayoob and Ray Chapman of Missouri.

The group has established committees to define membership criteria, training classes, programs and instructors. The committees' recommendations will be presented at the first National Training Conference, to be held October 11-14 at the Ramada Inn in Chicopee, Massachusetts. Membership will be open to those persons professionally engaged in training law enforcement personnel in marksmanship and the use of firearms. Initial annual dues were set at \$25.

## Study of NYC gun law cites "disturbing questions"

Approximately twice as many indictments for felony gun possession were handed down in New York during the first year of its tough new gun law, according to a report issued by the city's Citizens Crime Commission.

Both the study also concludes that "a large percentage" — approximately 40 percent — of those convicted did not receive the minimum one-year jail sentence.

The commission refrained from taking a stand on the viability of the law, however, noting that "There are insufficient data available for a full assessment of the law's effectiveness."

While the report notes that the high number of those convicted but not receiving a one-year term raises "disturbing questions," it also said, "premature

speculation that the law is failing could be self-defeating."

The commission, which is sponsored by the New York business community, said in its report that an analysis of those arrested under the new gun law revealed that of every ten persons arrested, six were indicted, five were convicted and three received sentences of one year or more in custody. The high number of convicted defendants not receiving the one-year sentence, the report notes, "is a result of provisions which permit the judges to avoid imposing the minimum if there are 'mitigating circumstances' or if the sentence would be 'unduly harsh.'"

In cautioning against premature speculation based on its initial findings, the report said an evaluation of a similar law enacted in Massachusetts showed that part of the law's success was due to the law's "psychological impact on potential offenders."

"This type of deterrent will be lost if the New York law is deemed a failure before it has been tested," the commission's statement concluded.

But the commission warned that its preliminary findings may be the harbinger of something more ominous: "If the new statute is not enforced properly, it will indicate that the system, as presently constituted, is not capable of protecting the public."

## BJS report moves to calm crime statistics war

The Department of Justice, which has drawn public fire in recent years for the discrepancies that exist in its various crime statistics reports, has moved to deflect such criticism with detailed explanations of how its data-gathering systems operate.

The first salvo in the department's counterattack came in the form of a report from the Bureau of Justice Statistics, entitled "Measuring Crime." The publication, released in February, is one of a number of bulletins the bureau plans to publish on crime and criminal justice statistics.

Noting that "police statistics, for all their importance, have inherent limitations," the report sketches in brief detail the differences between the National Crime Survey, produced by BJS and the FBI Uniform Crime Reports.

The UCR is a compilation of statistics gathered from police departments throughout the country, produced annually since 1930. The National Crime Survey, begun in 1973, is a result of victimization studies in 60,000 households, sampled from across the United States.

In a prepared statement, the former director of the Bureau of Justice Statistics, Harry A. Scarr, said, "The police record series is the only one we have that shows us conditions in specific locations, while the crime victim series gives us a national baseline to measure the number of persons and households touched by crime."

Scarr, who left BJS last month, said that, rather than contradicting each other, the two sets of statistics taken together "get us about as close to the actual crime conditions in this country as we can get at this time."

There have been several instances where the different reporting systems have appeared to be at serious odds with one another. A recent case involved Attorney General William French Smith, who, citing UCR statistics, claimed that violent crime has risen 59 percent in the last 10 years. In September 1980, however, the household victimization

survey reported that "serious crime rates remained essentially unchanged between 1973 and 1979."

Academicians frequently cite as another bone of contention with the UCR the fact that there are no standard procedures that departments from across the country use to index crime. Another factor in the differing statistics are the varying qualifications used to record crimes for the National Crime Survey and the UCR.

The Uniform Crime Reports, according to the BJS bulletin, lists "only the highest ranking offense" in a multiple offense situation. As for the National Crime Survey, it is based on victim interviews. Consequently, murder and arson statistics do not appear there.

The Bureau of Justice Statistics appears to be aware of the wide discrepancy in reporting procedures among departments, noting in its bulletin: "When it is found that changes in crime reporting are in part responsible for the difference in the level of crime, the figures for specific crime categories are excluded from published trend tabulations."

While aware of the limitations of each method, department officials are quick to downplay the rival nature of the differing approaches. The UCR and the crime survey, according to Scarr, "measure two different stages in the life of a crime. The closer to the actual occurrence of criminal incidents one gets, the more accurate an index one has of the rate of crime. These two measures closely approach the actual criminal event, each in a different way."

## Reagan team notches win as NC force adds blacks

The town of Statesville, North Carolina, has agreed to hire blacks for one-third of its future openings in its police and fire departments until it reaches a total of 18 percent minorities, as part of a consent agreement reached under the first civil rights case pressed by the Reagan Administration.

The investigation began under the tenure of Benjamin R. Civiletti as attorney general, when a fired black fireman in Statesville, Carleton P. McClelland, complained to the Equal Employment Opportunity Commission that he had been denied promotion to lieutenant because of his race. Reagan's Attorney General, William French Smith, gave the approval for the action to proceed.

Under the agreement, announced late last month, the North Carolina town also will promote blacks in proportion to the number of blacks eligible, up to as many as 18 percent of the promotion vacancies.

## Seattle group razes a racket with new anti-arson guide

Limited numbers of the recently published "Enforcement Manual: Strategies for Combatting Arson-for-Profit Schemes," are now available free of charge from the National Criminal Justice Reference Service.

The two-volume study, conducted by the Battelle Law and Justice Center of Seattle, focuses on organized white-collar crime and the racketeering aspects of arson committed primarily for insurance fraud purposes.

The first volume, concerning strategy and planning, was written by Battelle research scientists Clifford Karchmer and Marilyn Walsh and research assistant James Greenfield. The second volume, which consists of tactical guides to key issues in arson-for-profit enforcement, was written by experts from across the nation.

Both the manual and a training program now being developed to complement it were sponsored by the Law Enforcement Assistance Administration. To obtain a copy of the manual, write to: National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850.

## Jefferson & Washington: estranged bedfellows?

See story on Page 4

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## Cincy reviews computer systems as crime stats come up flawed

Cincinnati police officials are reviewing the snags in their computerized crime-reporting operation in the wake of a major gaffe revealed last month which left some city officials red with anger and law enforcement administrators groping for answers.

The Cincinnati *Enquirer* reported that a police report on crime data, requested by Councilwoman Bobbie Sterne, had statistical errors of up to 82.9 percent in the city's 44 reporting neighborhoods.

"It was merely a mechanical error, a process error," according to Carl Lind, head of Cincinnati's police program management bureau.

"We have a computer program here and what we did, some time ago, we've taken our census tracts and subdivided those census tracts into what we call reporting areas," Lind said.

"Somehow, and we're not through with our audit, those... [report crimes] were not being assigned correctly to our reporting areas."

Both Lind and Safety Director Bret J. McGinnis said that the overall figures, which become part of the FBI's Uniform Crime Report, are substantially correct. It is only when the crimes are broken down into the computer's reporting areas that major discrepancies show up.

Those flaws led to the police reporting one day that there were two murders, two manslaughters, 27 rapes and 72 robberies in the North Avondale/Paddock Hills area for 1980. The next day, embarrassed officials reported that the area had actually suffered two murders, no manslaughters, five rapes and 11 robberies, 85 fewer crimes than were reported the day before, according to the *Enquirer*.

McGinnis said the figures used for the computer printout are the figures maintained by each department through

daily logs.

"In the districts, the so-called 'raw material' — the crime prevention officers takes those stats, take those to the community," the safety director noted. "That's how in the past the community has had the information as to what those stats have been."

But police officials are feeling the heat from citizens and elected representatives to come up with some solutions to these statistical dilemmas. Lind said an internal auditing team, "made up of people at the process level, that those people who somehow process the reports through the system until it finally gets into the computer files and is regenerated and regurgitated into a computer printout," is working on sorting out the flaws and making recommendations.

The report, which is nearing its final stages, hasn't been published or internally distributed yet, Lind said. "There are a number of different problems," Lind said, but he declined to go into the report's specifics until it has been formally reviewed.

Lind also strongly disassociated the current snag from published reports that the department had hired an outside consultant to examine the department's total records management operation.

"It had nothing to do with this particular — that was not the reason for bringing in the consultant," he noted.

Lind said the decision to hire an outside consultant to examine the system had been made last summer, before the neighborhood statistics flare-up. "We knew we were having problems then," he said.

The bureau chief said it probably would not be before "the latter part of the year, late summer, before the consultant's findings were known."

As one cop shoots another...

## NYPD may disarm off-duty

While many New York City police officers are applauding Commissioner Robert McGuire's recent order that allows them discretion in carrying their guns off-duty, a student of the police department said more study is needed to determine the positives and negatives of having cops armed off-duty.

The ruling, handed down on March 20, states, "police officers, while off duty, may, at their own discretion, be unarmed." It goes on to suggest situations where cops may want to leave their guns at home, including at the beach, on vacation, when engaged in sporting activities, at an authorized off-duty job or "engaged in a social activity of a nature where it would be advisable not to carry a firearm."

Jame J. Fyfe, a former New York City police lieutenant who taught executive development seminars for the NYCPD, said of the ruling, "I think it's terrific."

Fyfe, a New York officer for 16 years who now teaches at The American University School of Justice, said, "having carried a gun off-duty, I knew what a damned nuisance it was."

"What's really appropriate now is to do a real hard look at the issue about whether or not cops should have this, investigated in some of the big cities," the researcher added.

Cops had been operating under the old rule in New York since 1892, when Theodore Roosevelt was Police Commissioner. While the city's Patrolmen's Benevolent Association has traditionally argued that police officers should be armed at all times, current PBA chief Philip Caruso told the *New York Times* he thought the new regulation was "very practical" and "reasonable."

"The commissioner is making it optional and not mandatory," Caruso told



Commissioner Robert McGuire

the *Times*. "If he was making it mandatory we would oppose it."

The ruling was announced hours after an off-duty New York City policeman shot and killed a fellow officer while both were riding home to Long Island.

But Fyfe said the ruling was part of McGuire's thinking for some time, stressing that the concurrence of the ruling and the shooting incident shouldn't be exaggerated.

The frequency with which off-duty police officers are involved in violent incidents is not unique to New York, Fyfe said. "It's bad, if not worse, in other places where off-duty guns are located."

He noted an incident in Washington, D.C., where he was debating the merits of a recently published article on off-duty cops and violence.

"As we were arguing," a Washington, Continued on Page 16

## New studies chart different roads to doing more with less

### Innovative, selective responses to calls urged for budget-bare departments

The scene is a staple of daily life, played in police departments across the country — a victim calls the police, tells his or her plight to a department official, and is met with the soothing response, "We'll send someone over right away."

That approach, inherent in many departments, may look like something out of the Keystone Kops to the police of the future. In fact, a report sponsored by the National Institute of Justice and prepared by a national-level Criminal Justice Task Force notes that changes in such so-called "routine" handling of calls are already underway in a number of departments throughout the United States.

Among the changes being forecast or already in operation are appointment schedules for citizens with non-emergency calls, mail-ins on accident reports and phone calls to handle reports of some types of thefts.

Both the task force report and a similar study by the Police Executive Research Forum (PERF) indicate that departments are going to have to take long, hard looks at their response strategies. Shrinking budgets and manpower rolls simply will not allow the freedom to answer every call for police help with the same speed, the two studies concluded independently.

"Traditionally, police have always responded by dispatching police cars for

all calls," observed Gary Hayes, PERF's executive director. "With diminishing resources and increasing workloads, that is no longer possible. If we continue to try to do that, calls that really do require immediate response will not get it."

PERF's recommendations, the result of a survey of over 200 police departments and a more extensive follow-up in police departments in Birmingham, Alabama; Peoria, Illinois; Hartford, Connecticut, and San Jose, California, call for changes in how police classify incidents, how they codify time responses and how they respond.

Not that departments don't already make attempts to classify incidents and responses. But the PERF study found that little, if any, overall planning had gone into most departments' strategies for dealing with different types of incidents.

The criteria used in the PERF suggestion for classifying incidents includes injuries, theft, location of suspect, weapons involved and availability of witnesses.

The report also calls for better training for officers who take the initial call and those who dispatch the units.

Researchers and police on the beat agree that plans for changing police responses to differing types of incidents hinge on public attitudes. The PERF report notes that, "although research has

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### Six-city survey identifies factors in quality arrests: speed, care, persistence

With police departments across the country facing increased cutbacks in financial support, law enforcement officials have had to come to grips not only with making more out of less with their departments but also how cops can turn better use of time to better results.

A clue as to how to obtain more so-called "quality arrests" — those that result in conviction — comes from a recently published survey by the National Institute of Justice that found in six cities surveyed, an average of 12.3 percent of the officers made more than 50 percent of the arrests that led to convictions.

The report entitled, "Arrest Convictability As a Measure of Police Performance," studied departments in Cobb County, Georgia; Indianapolis, Indiana; Los Angeles County, California; Manhattan, New York; New Orleans, Louisiana; Salt Lake County, Utah, and Washington, D.C., a district previously measured in 1979.

The current study reached much the same conclusion as the earlier Washington study — that fewer than 20 percent of the officers were making the arrests leading up to convictions.

From an analysis of the patterns of those quality arrests, the report concluded that officers get better results when they show up at the scene fast — within 30 minutes of the offense, accord-

ing to the report. Other factors include the officer's ability to immediately locate and interview witnesses and obtain tangible evidence.

It is not only getting the witnesses that leads to improved arrest and conviction rates, the study noted but what the officer does with the witnesses once he or she finds them.

Cops with high quality arrest rates seem to focus more attention on finding the witnesses and use a number of techniques in interviewing them. Those approaches include "a direct factual line of questioning and a psychological, indirect approach," according to a Department of Justice statement issued with the report.

The study also noted that officers with high quality arrest rates were more persistent in pursuing the case's details. They looked for more evidence, stayed in touch with witnesses and were dogged in their pursuit of clues leading to convictions.

A major gripe of cops interviewed in the study was that they found themselves

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# People & Places

## Ex-inspectors general welcomed back to work

Five of the 16 Federal inspectors general dismissed by President Reagan on his first day in office have been reappointed to positions in a newly created President's Council on Integrity and Efficiency.

Named to the 23-member council were Paul Boucher at the Small Business Administration, Charles L. Dempsey at the Department of Housing and Urban Development, James Thomas at the Department of Education, Thomas McBride at the Department of Labor and Frank Sato with the Environmental Protection Agency.

In addition, Robert Brown, a retired Foreign Service officer now at the State Department, was named to the council.

Columnist Ordway P. Burden reported in *Law Enforcement News* (March 23, 1981) that the firings had created considerable heat for the new Administration both from members of Congress and

the Association of Federal Investigators (AFI).

The latter group, Burden wrote, composed mainly of investigators and law-enforcement officials from most Federal agencies, wrote a stinging letter to the president, urging him to "review and evaluate the qualifications and accomplishments of each inspector general and consider them for reappointment."

## California DA named to head DoJ Criminal Division

President Reagan has tabbed fellow Californian D. Lowell Jensen to be the next head of the Justice Department's Criminal Division. Jensen, the District Attorney of Alameda County, came to national attention through prosecuting William and Emily Harris of the Symbionese Liberation Army for the kidnapping of Patricia Hearst.

Jensen is also known to be close to presidential counselor Edwin Meese 3d.

## Sheriff's detective chief out; no one else in

What do you do if you're the sheriff's detectives' division and your boss leaves to take up a post in private industry? If you're Hamilton County, Ohio, faced with budget cuts across the board, you don't do anything.

According to Chief Deputy Sheriff Vic Carrelli, county budget cuts aren't letting them do any hiring. "We're not filling any departures," he told the *Cincinnati Enquirer*.

*cincinnati Enquirer*.

Inspector Elmer Reis, who left as head of the division, is taking over the security chief's post at U.S. Shoe Corp. The new head of the department, for now, is Capt. Bernard Henke. Carrelli, meanwhile, is no less sanguine about the future. "We're looking at layoffs," he said.

## Jones is 'Officer of Year'

It took quick thinking and clear-sightedness for New Castle, Delaware patrolman John Jones to spot the suspect vehicle wanted for an armed robbery moments after he heard the description on his radio. And it took a little more for the cop to apprehend and arrest the two armed suspects, wanted for a series of robberies throughout New Castle.

Jones, a nine-year veteran of the New Castle department, was named Officer of the Year for 1980 for his exploits in apprehending the robbery suspects.

## Smelling like a rose...

Long Beach narcotics investigator John Rose, 40, may have thought that lifting weights was just a hobby until 1979, but his hobby came in handy when he and partner James Settles helped rescue two people from a burning automobile. Rose used his skill to lift the car while his partner pulled one victim from the small foreign auto which had overturned. Both later helped pull the second man, previously unnoticed in the flames, from the car.

The officers were honored for their heroics recently with the Long Beach department's highest honor, the Class A Meritorious Service Award by Police Chief Charles B. Ussery.

The Long Beach *Independent Press-Telegram* said the two officers suffered minor bruises in the rescue effort.

## DC, Jefferson planning June divorce

The time has come to say goodbye to Burtell M. Jefferson, 56, Washington, D.C.'s first black police chief and a 32-year veteran of the force. Jefferson, who announced his resignation, effective June 30, late last month, called a press conference the next day to decry "untruths, half truths, innuendos and mere speculations" concerning published reports about the reasons for his decision.

The *Washington Post* had previously reported that Jefferson was leaving due to a series of arguments the veteran law enforcement official had been having with D.C. mayor Marion Barry over the

size of the police force. Barry, facing budget cuts, sought to cut the number of police officers; Jefferson wanted more.

Although the police chief called the press conference to "set the record straight" about his resignation, he provided no additional details about his departure other than to say it is "no different from the actions taken by former chiefs of police."

The list of contenders for the chief's post includes Maurice Turner, 45, director of the department's field operations; Marty M. Tapscott, 44, head of the administrative services bureau; Charles E. Rinaldi, 51, in charge of technical ser-

vices, and Deputy Chief Isaac Fulwood, 40, the department's top budget official.

## Toot Your Own Horn

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## Florida goes after 'police' newspaper scams

Continued from Page 1

"Law Enforcement News" — no connection with this newspaper — figures in some of these investigations.)

In Florida, committee members heard testimony from Sally Monroe of the state's Joint Legislative and Executive Commission on Solicitation of Funds and from Jim York, director of the Florida Law Enforcement Department.

The figures being tossed around are no small potatoes. One source said she was told by a man who represented himself as being from a law enforcement publication that ads from his paper ran for \$600 a page. Professional police solicitor Glen Birchfield told "60 Minutes" reporter Dan Rather that he made \$100,000 a year working his phones.

Florida already has a law on its books governing solicitation of funds by organizations claiming to represent law enforcement agencies. The Law Enforcement Funds Act, enacted in 1978, was enjoined almost as soon as the bill's ink was dry. Court challenges prevented the state from using any of its authority to enforce the statute until the challenges were heard.

In November 1980, the Leon County Circuit Court ruled most of the statute to be legal, with the exception of two provisions limiting fees charged and costs expended on solicitors.

The court did allow the bill's provi-

sions on registration, bonding and criminal sanctions to pass on through. Registration began in February 1981.

While the matter was being heard in the courts, the Florida legislature, burned once, began debating an expansion of the original measure. The joint legislative and executive study commission and the proposed bill now being heard in both house and senate subcommittees are the result.

"I can give you two things it [the proposed bill] now does," Sally Bedell, a staff writer with the Florida House commerce committee said in a recent interview with *Law Enforcement News*. "One, it has been broadened to include firefighters and ambulance drivers and other emergency-type personnel. And, there is greater disclosure required."

Bedell, who has worked on an analysis of the new bill for the commerce committee, said the proposed bill will also provide for staff and enforcement. "This one's got more teeth," she said.

She also said the bill would only apply to those who actively solicit advertising within the state.

The Florida-based "Law Enforcement News" would appear to come under the provisions of the proposed Florida legislation. The newspaper, listed at various times as being published at 915 N.E. 79th Street, Miami, has come under scrutiny before.

In May 1980, the Bradenton (Florida) *Herald* ran a banner front-page story detailing the pressure tactics this other "Law Enforcement News" used to try and corner a prospect into buying advertising.

Dolores Woodruff told Joanne Layman, staff writer for the *Herald*, she thought the paper's representative's claim of being part of the Florida Highway Patrol sounded shady.

"When I said I was going to call the Highway Patrol, he said, 'You can just mail it [the check] to us.' Then he just turned on his heel, got in his car and left."

Layman and other Florida sources linked that newspaper with a person named Joe Still and L&G Associates Inc. of Florida. A man answering to Joe Still was less than forthcoming, however, when reached by telephone at his Florida business address recently. He declined to comment on whether he was continuing to publish a paper called "Law Enforcement News," and hung up the phone when asked if his publication would be affected by the proposed Florida statute.

L&G Associates also turns up on the masthead of a photostatic copy of the Winter 1979 edition of Florida's "Law Enforcement News." This copy, which lists John D. Guerry as the publisher, was forwarded through the offices of the Delray Beach Police Department.

Capt. Charles Dalton of the Delray Beach force noted "As far as we can determine, this is not a legitimate operation."

Sunshine State officials, as well as those involved in other state investigations, are compelled to walk a very thin constitutional tightrope when they decide to investigate publications in any form, as the courts have historically ruled that publications have broad freedom to publish under the First Amendment.

Some states are also having to cope with the excesses of individuals and operations that use implied or veiled pressures from law enforcement or other affiliations.

In New York, Better Business Bureau undercover man Bamey Sherman told CBS News that after working for the National Police Conference, "I was told to come across the phone forcefully and if I sounded like a policeman I'd make more sales."

Other states besides Florida, as has been mentioned, have investigations underway concerning publications that advertise either within their states or cross state boundaries using ostensible enforcement affiliations as an entry into lucrative advertising schemes.

Officials from those states requested that specifics of their investigations not be released until the probes are complete.



# SUPREME COURT BRIEFS

By AVERY ELI OKIN



Sobel, author of *Eyewitness Identification* (Clark Boardman, 1972), told a Continuing Legal Education Seminar sponsored by the Brooklyn Bar Association last month that "there are 50 search and seizure cases decided for each identification case."

The paucity of cases in the area is clearly an enigma since empirical research has established that eyewitness identification evidence profoundly affects the decision-making process of jurors in criminal proceedings. One distinguished writer in the field, Professor Elizabeth Loftus, went so far as to conclude in her recently published work *Eyewitness Testimony* (1979) that the "evidence points rather strikingly to the conclusion that there is almost nothing more convincing than a live human being who takes the stand, points a finger at the defendant, and says 'That's the one!'"

As early as 1927, Felix Frankfurter, then a professor at the Harvard Law School, set forth the inherent problem of eyewitness identification in his classic work, *The Case of Sacco and Vanzetti*. Articulating a widely-held belief of members of the criminal defense bar, Frankfurter said: "What is the worth of identification testimony even when uncontradicted? The identification of strangers is proverbially untrustworthy. The hazards of such testimony are established by a formidable number of instances in the records of English and American trials."

But it was not to be until 40 years later that the Supreme Court of the United States would establish nationwide guidelines for the exclusion of eyewitness identification testimony which was obtained through procedures which offended the Sixth Amendment. The landmark decision of *United States v. Wade*, 388 U.S. 218, and the companion cases of *Gilbert v. California*, 388 U.S. 263, and *Stovall v. Denno*, 388 U.S. 293, decided the same day in 1967, set forth those guidelines.

In *Wade*, the Supreme Court determined that a lineup held after an indictment was such a "critical stage" of the prosecution that counsel should be present to protect the defendant's interests.

The Court formulated a test to insure that the police would properly inform defense counsel of the time and location of the lineup and allow counsel to be present. If a lineup was held in violation of the Sixth Amendment, the evidence of a lineup identification, as well as a subsequent in-court identification by the witness, was to be excluded from the evidence which the jury could properly consider unless the prosecutor could establish an "independent source" for the in-court identification.

The companion case of *Gilbert v. California* went somewhat further and established a per se rule which excluded evidence of a pretrial identification made at a lineup where defense counsel was not present. The rule, however, tolerated the admission of an in-court identification where proof was available that the identification was the product of an "independent source" not tainted by the uncounseled identification.

At issue in *Stovall v. Denno* was the use of a "showup," a one-to-one confrontation where the police show the witness one person, who is in custody, in the hope of obtaining a positive identification. In *Stovall*, the "showup" occurred at the hospital where the victim was awaiting major surgery to save her life. The Court acknowledged that the practice of showing suspects individually to the victim for identification has been widely condemned. In formulating a test of whether the showup is permissible, however, the Court noted that "a claimed violation of due process of law in the conduct of a confrontation depends on the totality of the circumstances surrounding it, and the record in the present case reveals that the showing of *Stovall* to Mrs. Behrendt in an immediate hospital confrontation was imperative." *Stovall v. Denno*, 388 U.S. at 301-2.

The tests and rules set forth in the *Wade*, *Gilbert* and *Stovall* trilogy are still good law. Cases in the area of eyewitness identification which have reached the Supreme Court following the announcement of the trilogy have tended to focus on the procedural aspects of the three cases rather than on attacking the fundamental soundness of the judicial reasoning. Two cases, consolidated for oral argument and decision, were recently announced by the Court. The single full-text plenary decision in the cases is analyzed below.

#### Eyewitness Identification

In one opinion, the Supreme Court decided by a vote of 7-to-2 that a state criminal court is not required by the Fourteenth Amendment to conduct a hearing out of the jury's presence

whenever a defendant contends that a witness's identification came about as the result of improper police procedure.

The decision arose out of two unrelated cases with vastly different fact patterns, but which presented the same question of law on appeal to the U.S. Court of Appeals for the Sixth Circuit. That court consolidated the two cases, both of which had worked their way through the Federal District Court for the Western District of Kentucky, for the purpose of both oral argument and decision.

On the night of January 11, 1975, John Watkins and three accomplices entered a Louisville liquor store and asked for a pack of cigarettes. When the employee turned around to get the cigarettes one of the men announced, "This is a hold-up." Upon hearing those words one of the owners of the store, who had been stocking sodas in a cooler, turned toward the would-be robbers. Without uttering a warning, the man who announced the hold-up fired twice, striking the owner in the arm and near the heart. The four men immediately fled.

The same night the wounded owner and the employee described the gunman to the police. Two days later, a three-man lineup was conducted, from which the employee picked John Watkins and identified him as the gunman. Later in the day, the police brought Watkins to the hospital bed of the liquor store owner, where Watkins was again positively identified

as the gunman. Following the showup, Watkins was charged with first-degree robbery and first-degree assault.

At the trial, both the employee and the owner made in-court identifications of the defendant. On cross-examination the defense counsel questioned the employee extensively about the lineup, and interrogated the victim and the police officer about the showup. Two witnesses testified for the defense that the defendant was in a pool hall at the time of the robbery. A third witness, who claimed to be present at the robbery, testified that the defendant was not involved. The defendant also testified as to his own innocence.

Following his conviction, an appeal was taken in the Supreme Court of Kentucky, alleging that the trial court had a constitutional obligation to conduct a hearing out of the presence of the jury on the issue of the admissibility of the identification evidence. The Kentucky Supreme Court rejected the argument, as did the District Court for the Western District of Kentucky in a habeas corpus proceeding, ruling that "admission of neither the lineup nor the showup evidence at the state trial had violated constitutional standards."

The Court of Appeals for the Sixth Circuit affirmed the decision of the District Court, citing *Stovall v. Denno* as the authority for reaching the decision that

Continued on Page 13

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## Lines from the front...

To the Editor:

I have read with great interest and concern your editorial comments in the March 9 issue of LEN.

We in Ohio have been subjected to the unscrupulous and sometimes illegal activities of various organizations using the good name of professional law enforcement to sell their publications. I was equally concerned about the "60 Minutes" investigative report and viewed it as a "black eye" for all legitimate law enforcement endeavors.

As a career police professional I will do all that I can to eliminate such questionable police publications.

As a career police professional I offer my endorsement of Law Enforcement News as a truly professional model that others may use as a guide. I find LEN to be intelligently done, informative, timely and very beneficial to me in the pursuit of my law enforcement responsibilities and goals.

Keep up the good work. Maintain the excellence of your product and continue to set standards for others to follow. You have my full support.

Sincerely,  
RICHARD G. HOSTIUCK  
Chief of Police  
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# A critical look at policing's military model

The law enforcement community is home to certain myths and normative standards of philosophy — notions such as "danger of the job," "constant state of readiness," tactics, technology, and

**PUBLIC FORUM**  
**By VINCENT COOKINGHAM**

military composition — which form the very ethos of the American police service. No operational strategy of the police system is thought of as more inviolate than the military management model.

No stone is left unturned in the exploration of efficiency mechanisms in the "war on crime" and in providing effective law enforcement services to the community. Citizens and government officials are rightly concerned with such issues as deadly physical force, adequate police coverage, detection and apprehension of offenders, abuse of police authority and a variety of other citizen-police interactional concerns. One area, however, that has been little explored is the very composition of the police system. The general assumption by politicians, citizens, administrators and policemen alike is that the only effective way to organize a municipal police agency is along the lines of the military model.

A substantial body of authors and commentators has arisen in the past 15 years to challenge this time-honored assumption. The very social psychology of the modern police system needs to be explored and, given its 100 years of failure, needs now to be changed as an administrative and organizational motif.

## History of the military model

The military management model in law enforcement antedates modern developmental strategies and has organizational roots that can be traced to Caesar Augustus, even though he tried to conceal these arrangements so as not to infuriate the masses.<sup>1</sup> This same civilian resistance to the military model of policing occurs in Great Britain with the entreatments of Sir Robert Peel. Despite community resistance, Peel organized the first professional police force in Europe along military lines with the help of a soldier named Charles Rowan.<sup>2</sup>

In the United States, however, the police-military nexus was met with greater resistance in its evolution. Nonetheless, New York City succeeded in 1845 in establishing a British model of policing along military lines, followed within 15 years by Chicago, Boston, and Philadelphia.<sup>3</sup> Essentially, the 1845 New York City police model is the military management paradigm that survives to this very day. A salient administrative difference existed between the European and American schemes. In the inchoate stages, the European police accepted rigorous military discipline and control, whereas their colonial contemporaries resisted this model with a rather corrupt and philistine perspective.<sup>4</sup> The latter eventually embraced the model enthusiastically, preferring to call its

organizational arrangement a "quasi-military organization" in order to obviate civilian resistance to the notion.<sup>5</sup> Whether or not there is such an entity as a "quasi-military organization" remains the subject of serious question and the polemics of this question tend to transcend many disciplines.<sup>6</sup>

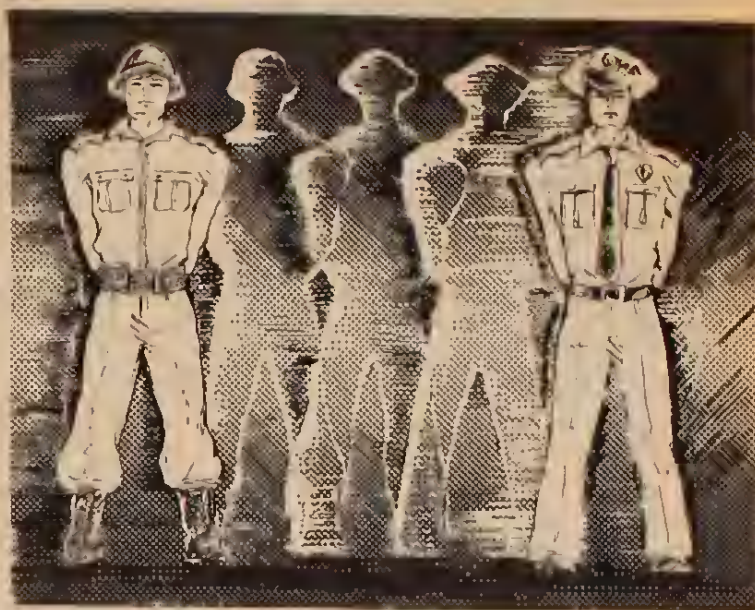
## Components of the military model

On synthesis, one is able to arrange the military management model into four specific aspects or operational strategies. First, there exist the technological aspects with their inherent devotion to gadgets, devices, and weapons.<sup>7</sup> This aspect seems to be devoid of the interpersonal and scholarly issues in police work and is a more media-oriented view of law enforcement. Secondly, there exist certain philosophical aspects to the military model. This area concerns itself more with the psycho-social proclivities of the military system, with reference to both personality profile and personnel indices.<sup>8</sup> Notions of stress and psychiatric disorders in military systems are contained in this area, although these stress notions are researched primarily on the basis of external stimuli (the public) rather than examining internal input (the organization) as a generator of police stress.<sup>9</sup> The third, or functional aspect seeks to develop the military model as the only effective organizational pattern that can be used to carry out the mission of law enforcement. Functional aspects seem to be less articulable for they tend to comprise the various success measurements as well as the effect that this model has on the population in general and police personnel in particular.<sup>10</sup> The civil service system rises as the principal functional aspect and runs side by side rather conveniently with the military model.

Finally, there exists the structural aspect to the military model. This aspect includes the totality of military nuances, such as uniforms, rank procedures, attitudes, discipline and military "justice."<sup>11</sup> Another component of this aspect is the system of honor that emerges. Policemen especially love medals and talk of their heroic deeds — either real or imagined — to the extent that most municipal police departments actually have snap-out carbon forms that the individual officer fills out to "request departmental recognition." It is on this form that their latent literary talents tend to emerge and, at times, their ambivalence toward the truth.

## Perceived need for military discipline

The advocates of the disciplinary system in the military model and its attendant punishment schemes argue that the system tends to keep the force in a constant state of preparedness, and they further take the position that as a result of the inherent similarities between the police and the military, a system of military discipline seems logical.<sup>12</sup> Those who have been uniformed police officers for a long time know the extreme boredom that the job entails (though some don't like to admit this). Therefore, the stated goals and mission of the police tend to be different informally from the administrative level of execution. All law enforcement officers, one would suppose, need to have as their goals and mission the things they will be called upon to perform outside of the administrative structure. These goals and mission can be said to include, in addition to dealing with serious crime, conflict resolution, protecting constitutional guarantees, and a wide range of interaction in personal and social problems. Most impor-



tantly, it deals with the easy transition from dealing with one to dealing with another.<sup>13</sup> It is within the context of these goals that one ought to explore whether or not the military discipline system seeks to obviate this transition. In addition, if one takes the position that the military model and its attendant disciplinary scheme have prevented crime or have ever contributed to its prevention, the record fails to support this perspective. Moreover, numerous studies outlined by Harvard professor James Q. Wilson seriously call into question the preventability of crime through military presence and organization.<sup>14</sup>

Discipline is the vehicle by which the military model is dispatched and for those found at the lowest levels, it can be an enervating and humiliating experience.<sup>15</sup> In order to carry out unclear tasks and provide for administrative integrity and ease, the disciplinary strategy has as its own goal a type of conditioning. This Pavlovian conditioning is designed to produce a type of operational docility. In the words of one commentator, "One favored military method of conditioning a man into docility is to make trial and punishment not only arbitrary but unpredictable."<sup>16</sup>

## The military model as bureaucracy

The military management model has a recognizable division of labor and hierarchy and a formal framework of rules and procedures. It maintains files and other records and is career oriented, all in keeping with Weberian principles of bureaucratic structure. That the military model is a bureaucracy is clear on the record.<sup>17</sup>

There are many forms of bureaucracies, including punitive bureaucracies. Perhaps the largest exploration of punitive bureaucracies lies in the work of Alvin Ward Gouldner, who identifies the punitive bureaucracy as rendering irrelevant the etiology of disobedience and causing a rule to be treated as an end in itself.<sup>18</sup> This is the same old Victorian argument that form is more significant than content. The emphasis then is on stringent internal discipline, and punishment and regulation as exemplified by the New York City Police Department, which is known for its "punitive discipline."<sup>19</sup> The primacy of rules and ceremony over ultimate mission is the hallmark of the police-military bureaucracy.

## The police uniform

Disappointingly, when the military model is discussed, the use of police uniforms and titles is the central topic of

concern. Writers seem to think that the wearing of uniforms, though admittedly an aspect of the military model, is the main issue to be dealt with in this managerial structure.<sup>20</sup> The absolute myth that a police uniform prevents a crime is too extensive to be discussed here. Similarly, experiments in demilitarizing the police by removing their conventional uniforms, in addition to showing that uniforms are unessential to the war on crime, have not dealt totally with the military model or its punitive disciplinary system.<sup>21</sup> However, there has been some discussion of changing military rank, structures and titles, but this has been more polemical than in-depth research.<sup>22</sup>

## The military model in court

The body of knowledge, with some minor exceptions seems to suggest a "taken-for-granted" attitude that military discipline is necessary and functional in law enforcement agencies such as New York City.<sup>23</sup> In this scheme, the harsh reality is that the accuser and the trier of fact are one and the same.

The discipline exacted to preserve the military model has been so used that the intercession of the United States Supreme Court has become necessary on at least two occasions. In the first instance, a New Jersey police officer made a confession under threat of removal from office and the subsequent conviction that derived from it was reversed.<sup>24</sup> The same court also ruled that a New York police officer could not be compelled to waive his privilege against self-incrimination, although the Court was careful to preserve the military model by declaring that he could be compelled to answer questions involving his official conduct.<sup>25</sup> The central prevailing notion of both cases is that discipline is so inherent in the police-military plan that constitutional safeguards should be no rampart to its exaction. The model is so implanted in the American psyche that even the Court sees it as necessary, noting that police officers are engaged in a "competitive enterprise."<sup>26</sup>

A new breed of law enforcement officer is emerging and finding himself in a dilemma: he is to be the legate of constitutional democracy and "fundamental fairness" as an external operational strategy while being internally administered by semi-draconian concepts. This new breed has a choice to make between unionism and professionalism; the military model seems to obstruct the lat-

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# Battling burnout in blue

## An interview with Edward Donovan, head of the Boston Police

LEN: According to whatever national data you may have access to, just how widespread would you say the effects of police stress are?

DONOVAN: Oh boy! They're worldwide. The problems of a police officer are not unique to the United States. There's Canada, Scotland Yard. Just look at West Germany, look at Jerusalem, look at Australia with its high rates of alcoholism and divorce, look at Rhodesia, South Africa. You can look anywhere and see in the news how police are the targets for all the frustrations of the world. LEN: In terms of frequency of occurrence, are there any data that shed light on just how often the stress of the job manifests itself in external symptoms?

DONOVAN: Stress is something that every living human being handles every day; nobody's ever free of stress. But a police officer is under stress as long as he's alive because he's got to live with his job; he's never free from his job. When he takes off his uniform in the evening and goes to bed, he doesn't take off the job. He's constantly being reminded about his job when he's out in public, if he sees a fight and feels he must react, while he's looking at people in a suspicious manner, while he's driving along the highway. When he watches the news in the evening and sees something like a riot in Germany, he's reliving the riot that he was out in. He's constantly getting flashbacks; tapes are being replayed in his mind all the time. In his own personal life in particular, when he's out and someone finds out he's a cop, they start reminding him about the parking ticket they got, or the response time that wasn't good, or how some cop beat up these kids on the corner. Then, of course, he's asked to be a little better than the average human being, he's not supposed to have problems, his kids are supposed to be better, his wife has got to live a sheltered life.

LEN: What are the most common manifestations of stress?

DONOVAN: The stress disorders are many. Of course, all your cardiovascular diseases, even some forms of arthritis, and even now they can prove cancer to be stress-related. Heart attacks, alcoholism — any of the addictions are stress-related disorders. A lot of your psychosomatic illnesses, allergies, asthma and so forth, are too. The police seem to be high in cardiovascular diseases according to different studies. I don't know how good all these studies are; I see them and I read them, and nobody can seem to back them up too often, but we do rank high in all of the areas such as divorce, suicide and alcoholism. So do other occupations, but just who is the highest is a debate. I don't know why it's so important to know who's the highest. I just know that if you're in the top everybody should be doing something about it.

LEN: To what extent have the police departments in the

United States responded to the problems of job-related stress for their officers?

DONOVAN: In a lot of agencies throughout the United States, as an offshoot of the International Law Enforcement Stress Association, and by publishing *Police Stress* magazine and bringing the problem out into the open, we're finding more seminars, more colleges that offer criminal justice programs and more police academies are now training their police officers in what we call the area of stress management or stress awareness. There are a lot of departments throughout the nation, and throughout the world for that matter, setting up what we call stress programs — counseling programs, preventive measures, health programs, physical fitness programs, psychotherapy, all of these types of things. One program itself, just a counseling program, is not the answer; there have to be more preventive measures taken, rather than get the guy or the woman at the point where they're suicidal or ready to have a heart attack.

LEN: What would some of these preventive measures include?

DONOVAN: The number one thing for stress awareness is training, in-service training and recruit training, these types of things. You have to let him know that when the body is under stress and he's feeling these tight feelings, the tenseness in his body, his heart is beating faster — what we call the general adaptation syndrome, that every living human being experiences — that fear is a normal reaction. There's nothing to hide and be ashamed of, and to be able to cry — maybe not in

**"Fear is a normal reaction. There's nothing to hide and be ashamed of, and to be able to cry, to be able to show emotion is human."**

public, but to be able to show emotion — is human, and the more you hold in any of these so-called supercop or macho type of things, the more you hold them in, they've got to come out one way or another. They may not come out physically or orally, but they'll come out in some kind of psychosomatic illness — as I said before, the stress-related disorders, such as full-blown heart attacks, ulcers, you name it.

LEN: In situations where police departments, either because of size or budgetary constraints, have not instituted an organized, department-wide effort to prevent or combat job-related stress, what is there that an individual officer can do for him or herself?

DONOVAN: Well, again, we've got to come back to what was said before: stress awareness. If they don't have a program, they've got to make it known to the officer what stress does to the body, and then say, "Well, we don't have a program, but it's up to you to take care of your body; you're number one." Also, make it known that it's a lot of bull, in plain English, about going out to, say, a psychiatrist or psychologist for outside help. We're noticing now that more cops are responding to going out as a result of a lot of this advertisement and promotion. I do an awful lot of promotion myself — I'm on TV shows, I travel the world, I lecture, I counsel — and the more publicity I do, the more it brings it out of the woodwork and stops hiding it. I was on the Phil Donahue show a month ago, and the letters that are coming in nationally and internationally are dynamite; they're coming in by the hundreds, and they're backing up everything I've ever said. . . You could write a book just on the letters alone. And the more you bring it out that it's OK to get outside and admit you have a problem and to do something about it, bingo! The danger is when you deny and say it doesn't bother you: "Oh, I can handle that." Most human beings can handle minor problems pretty well, but when a problem gets out of hand and becomes an obsession, something you dwell on — you see, all a cop deals with most of the time is negative things, negative image, negative people. That's why he needs more rewards than the average person, because he's receiving too much negativity in an abundance. When you have everything coming at you all at once, day in and day out, you start to perceive everything in your life as negative; you start to think the

whole world is this way. What the average cop has to be taught is that, though the occupation he's in is what he sees, that does not necessarily mean the whole world is this way. But he's not invited into a home to have a cup of coffee; it's because there's problems there, and of course, naturally the problem could end up on him.

You know, I think it's Miami now that's offering \$500 rewards for every cop that someone recruits and goes through the academy. In Los Angeles they have a \$1 million campaign, advertising on the radio and television, to recruit police officers; they can't get enough. I think one out of ten people that inquire and apply are even acceptable. In Houston, in Dallas, in a lot of other cities, they can't even get cops. We are becoming what I call an endangered species. When an endangered species is a bird, an animal, or something else like that, there's a bounty on them, and they can't keep them long enough. If they want to keep a group together, they've got to go out, and that's what they're doing now. They're spending a million dollars in L.A., a half a million in Florida, with bounties on them in order to get people to take a job. Hell, I think in Miami alone there are 300 vacancies. Cops get shot at just because they represent authority; who in their right mind wants that for a job?

LEN: Are you perhaps suggesting that the excessive stress levels of the job are a factor in keeping people away from law enforcement?

DONOVAN: It's when people find out the reality of the job, that if they do something wrong they're going to be in the front page headlines. If they do something wrong, they're going to be investigated by their own depart-

ment. No matter what. It is not just the society. Society as a whole is getting worse — you can read it in the news magazines where they talk about the increase in violent crime. You've got the highest rate of suicide, alcoholism and pregnancy in teenagers in the history of mankind. Today people have to have two or three bolts on the doors of their homes. People live in fear that they're going to be robbed or raped in their own homes. It's a much more violent society today than ever before in the history of the United States, and what's happening is that everybody who's angered is going to displace their hatred onto the first person that walks into their life that represents authority, which is a cop. He's the target. And the more violence, there's going to be more layoffs, more problems, more holdups, more drugs, more rapes, more murders, more anger, and the cop has to keep coming in. Now all he has to do is do his job day in and day out and respond beautifully to every situation, but screw up once and, man, he's had it. He's being sued, he's being investigated by civil liberties and the FBI, and he says, "Why the hell did I take this job?" It's not the same job as it was 25 years ago.

LEN: Is it simply a case of stress having only been noticed recently, or has it just become a part of the job recently?

DONOVAN: The job has changed, so naturally the stress load has changed. The more stress that the society handles, the more stress a cop has to handle. A policeman handles everyone else's stress; the stresses of society get dumped on the cop. Now society itself, as I said earlier, has gotten so much worse in the last 20 years, or even just the last 5 years, and the more stress on society, the more responsibility and stress on the officer, and also the more stress on management.

LEN: Are the problems of job-related stress similar in either type or extent for both line officers and management personnel?

DONOVAN: Well, I think there are different responsibilities. Naturally, the front line of defense for the nation is the cop on the street in uniform. The management has to worry about his men; he has to worry about being sued; he has to worry that he's got healthy cops out there, about negligent retention and negligent hiring. He's also got to worry about every report that comes in,

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*This interview was conducted for Law Enforcement News by Peter Dodenhoff.*



## Police Stress Program

if he's going to be sued for covering up for a police officer. He's got additional stresses of his own, different types of stress.

You cannot compare the stress of a police officer to the stress of any other occupation in the world, including an air traffic controller. An air controller gets from \$37,000 to \$40,000 a year. His stress is horrendous in one area — he has to be watching the guidelines of a plane coming in, because he knows that if he makes a mistake he might take 300 lives instead of one. But he does not have to leave that situation and go and maybe take a life five minutes later. He's got his own tension which a nurse would have or a teacher might have, but he does not have to also relive his job when he's off the job. He also does not have to go from one call to another; his job is one specific job. A policeman's job is every job in the world rolled into one; he has to be all things to all people. When an air controller makes a mistake, he's not going to be written up in the paper, he's not going to be tried by his own department, he's not going to be sued. And they do not have the high rate of suicide and everything else.

LEN: Are other problems similar in extent, or again, are the police right up at the top of the list as far as manifestations of stress are concerned?

DONOVAN: You have to remember that the one thing a policeman has a right to do that no other human being has, other than the military, is to take a human life. And even when he takes a human life in a normal way — let's say he takes a life because he's shot and he has to return fire and kill, well, an animal — he still pays the price. He still reads about this person the next day in the paper, he gets to know this person, gets to know everything about the family, and he second-guesses what he should have done. He starts wondering if he did the right thing, and emotionally starts to develop some kind of psychosomatic disorders — headaches, guilt — even though they're justified in what they're doing.

LEN: How extensive are such manifestations of stress as, say, suicide, alcoholism, drug abuse, divorce...

DONOVAN: All I have to say is they're high. All studies show they're higher than normal, but I can't prove that, because I don't know where these studies even come from.

LEN: The premiere issue of *Police Stress* focused on a Rhode Island police chief that committed suicide in office...

DONOVAN: There's your stress right there. There's a guy who had no problems in his life, but he became chief and he ended up killing himself. The pressure at the top was too much for him. He said it himself: "Everything is too much. Take care of my family please." And he's not the only one, believe me.

LEN: Do different manifestations of stress have to be treated in different fashions, or is the approach generally the same regardless of how it shows up?

DONOVAN: Well, the hardest thing of all is to get the person to admit that he's got that problem, to get the person to talk about suicide or admit that alcohol has gotten out of hand for them, or any of these types of things. The thing is to break down that barrier, what I call the Thin Blue Wall, the macho image of "No, I don't have any problems," that kind of denial. There are a lot of administrators across the nation who will say that stress is a fad, it's this or it's that, but all they're admitting to is the fact that it does not exist because they don't want to be responsible for having the public panic by thinking that we've got sick cops out on the street. But we've got sick doctors out there, we've got sick airline pilots; there are halfway homes for doctors, there are halfway homes for priests that are alcoholics. Part of the problem with police work is the administration denying that there is a problem; it's a big part of the problem. They're afraid of being sued, and they're also afraid of an epidemic of people using stress as a way to get a pension.

LEN: Following up something you mentioned earlier, in an early issue of the magazine *Police Stress*, you emphasized the value of peer counseling, noting that cops will trust their fellow officers more readily than they will trust an outsider. Later on, though, you said in an interview that most police officers won't tell another officer about their problems, thinking that it's unmanly to talk

about it — a kind of "Death Before Dishonor" notion. Given these considerations, what steps have to be taken to insure that a peer counseling program for stress victims will be a success?

DONOVAN: What we do there is it's up to the peer counselor to motivate the cop and get him to talk, and we've had no problem in that area. What we do is, whatever the way the referral came in, whether through a wife, through a brother officer, we approach this guy and after about five minutes of talking we've got a guy crying, we've got him knowing that there's a place to go for help. I think the advantage there is that he's hearing it from somebody he knows, he's hearing it from a brother officer who's lived it, and he's hearing it from somebody he knows who has a reputation of having lived through it. I can say to another cop, "Hey, have you ever thought of suicide? Well I've had the gun in my mouth cocked." You take ten years of school in psychology and you've got it all in that one phrase; you've married him.

LEN: Are the peer counselors, either the ones you use in the Boston stress program or others you know of, are they generally former burnout victims or stress sufferers themselves?

DONOVAN: The majority of programs in the nation — the Boston Police Stress Program has been emulated and duplicated almost to the letter in many programs throughout the country, the latest one being in San Francisco. Most of the officers in those programs that we find have also got college degrees — some of them are Ph.D.'s, some have degrees in psychology — but the majority are in there because they want to help other people that have problems similar to their own. By all means.

LEN: Are you yourself a former victim of stress burnout?

DONOVAN: Oh sure. My history is well known throughout the country and throughout the world. I've been written up in many articles as being a recovered alcoholic, a divorced father of seven children, and I was also on many pills, Valium, Librium, those types of things. I've also lived in fear of committing suicide; I've had the gun to my head and in my mouth, cocked. I'm not bragging about those things, but they are a

**"A lot of administrators... don't want to be responsible for having the public panic by thinking that we've got sick cops out on the street."**

necessary thing that I did at the time; I didn't know any better. I did not dare ever think of going to an outside person for help, which was wrong; I wish to hell I had earlier in life. It was a couple of cops that took me to a hospital and detoxified me, and I could identify with them, because they were cops and I knew that they'd been through it. That saved my life.

By the way, there's a lot of debate about who was first in the nation, there's a lot of garbage about that. It's an easy open-and-shut case. Boston had an alcohol program here with two cops since 1960, with a fellow by the name of Joe Kelly, and that's where the stress program started. Years later, when I got detoxified, I realized that there were more problems among policemen other than alcohol. A lot of cops that I saw had to go into the hospital two or three times a year for bleeding ulcers, or very religious and going to church all the time, and they didn't drink, yet they're having the same problems. That's when I got interested in the subject of stress.

Remember, too, I am only a patrolman. The reason for that is, I would be a chief or a captain today, because I studied with all the guys up there, but I knew that the bulk of the people out there are enlisted men, and they will not go to anybody in rank because they represent administration. If people could only realize the paranoia or distrust of seeking help with mental health people is over-exaggerated because of our own influence and what we see out there. In other words, we go to a hospital and we see the way some doctors or some psychiatrists treat mental health cases — in fact, you'll get a call as a cop to come to some doctor's house and take some



guy out because he's a nut. You have to take him to a mental institution. You see how they look at him and you say, "Jesus, I've got a problem, so what are they going to do with me?" Also, you're afraid that if you admit you've got a problem you're unmanly, and that if you have a problem the department might want to retire you, get rid of you, and people will think you're weak, you're not supposed to have problems. You could talk on that for hours.

LEN: And again, it's the function of a peer counselor who knows the problem inside and out to bring out of you a discussion of your problems and so on?

DONOVAN: To make you know that it's not a sign of weakness; it's a sign of manliness and strength to admit you've got a problem, and if you do do something about it, there's no way on earth they could ever fire you, because they've got to offer you help — it cannot be held against you. These kinds of things are confidential, and if you go into a hospital, you're taking the first step toward doing something with your life. You take a cop who's been in therapy, he's better than the average cop who's never had a problem. He's turned his life around, now he cares about the public, there's less absenteeism, there's less over-aggressiveness. The guy is really in tune with his own feelings, and thus cares more about everyone else. That doesn't mean he's going to love his department any more; you'll always have those problems. They don't give a damn. It's sad to say but true.

LEN: Can an officer's over-aggressive use of force be attributed to stress factors?

DDNDVAN: Any human being could. You take any human being who's been up all night long and had a problem with his wife, and he goes out in the street and someone bumps into him, you could overreact, sure. That could be anybody, not just a cop. But if you put it in that perspective it doesn't sound as bad. They're trying to prove that across the nation, that every cop beats on someone because they're under stress. I don't know how you or I would handle it if we were out there tomorrow and someone came up to you and said, "Your mother's a nigger lover" and then hit you in the mouth with a razor, but you'd want to kill him.

LEN: Has burnout or job-related stress ever been used as a defense in a civil liability action against a police officer, or is it even viable as such a defense?

DDNDVAN: I don't know of a single case, and I don't know why there hasn't been. I think there should be plenty of them. I know there are cases of negligent retention, where people are suing the police department.

Oh yeah, there's one that just came out — a dynamite, dynamite case that just came out last week. Let me read a bit of it:

"A jury awarded \$425,000 to Virginia Bonsignore, who was seriously wounded in 1976 when she was shot by her husband, Blase Bonsignore, a 48-year-old New York City cop who shot himself to death."

She sued the city for \$10 million, and here's the punchline:

"She contended that the police department had failed

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**'Too many cops associate with each other off-duty, and I think that's a no-no. They alienate themselves more and more from society and too often are just talking about their jobs. They have to realize there are good, decent people out there.'**

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to take adequate action to remove mentally disturbed officers. Psychiatrists testified that the department should have recognized that he suffered from a worsening depression before he shot his wife and himself."

So what they're saying is the department knew he had a problem and should never have let him out on the street and have a gun, and he should have gotten help, and as a result of their negligence, she was just awarded \$425,000. A landmark case; just dynamite.

LEN: But officers, generally, have not been able to contend that stress is a factor in...

DONOVAN: Police officers are using stress for a pension. In California you have lots of them. There was one in San Francisco. The officer who killed that woman Eulia Love [in Los Angeles] just got a 52 percent mental disability. You had a police officer in Newton, Massachusetts, two years ago who was retired on a pension just for stress. It's happening around the nation, sure. And now the departments are starting to worry how many guys are going to go out as malingerers, using stress as a cop-out to get off the job. How many phony ones are there? I'd say it's up to the officer to prove that stress is done by the department.

LEN: Is that necessarily a difficult thing for an officer to prove?

DONOVAN: I don't know. You'd have to have a doctor and a lawyer, and a union rep.

LEN: With deadly force becoming more of a topical issue as far as the police are concerned, are there any identifiable stress problems that are specifically tied to an officer's decision to kill a suspect in the line of duty?

DONOVAN: No, we can't prove any of those. But I know that if I was in Miami now, every time I drove a police car through those areas where the cops have been killed or shot at for no reason, I would be under an awful lot of pressure.

LEN: Do officers typically respond in specific ways after having shot a suspect, such as feelings of guilt or the idea of having violated certain religious scruples?

DONOVAN: Sure. You don't know. With proper counseling and training maybe a lot of officers will just go back to being normal again. But the thing is, without proper counseling and training, some cops become less aggressive; they don't even want to do work. Other cops might become more aggressive, and might be too quick to take their gun out. That doesn't mean they're going to shoot, but you don't know. They can become less aggressive, they can become more. Who's to say?

LEN: Do many departments have some kind of provision for putting a cop who's been involved in a fatal shooting on a desk job of some sort?

DONOVAN: My answer to that would be the same as it would be to "How many departments offer help to their officers who have problems?" We're in the Stone Age; there's very few. Nobody knows what to do. There are departments, but they're very few; they're in the minority.

LEN: What approaches are there as far as getting police departments at least to admit that the problem does exist?

DONOVAN: Well, we have the magazine *Police Stress* which says that there's a problem, and we have the International Law Enforcement Stress Association, which acts as a consulting firm and does seminars and sets up training programs. We'll work with people all over the nation, and all over the world for that matter, in just these areas. That's part of the objectives of ILESA. As one of my other objectives here in Boston, I'm looking at a piece of property now where we can have what we call a national shelter for police officers throughout the nation who've been involved in any traumatic experiences, who are not fit for duty, where a department or a union can send a man for as long as it takes to get his head back on straight. We're working on that proposal right now.

LEN: According to a statement in *Police Stress*, the ILESA lists as one of its principal objectives offering a variety of training programs and educational experiences related to countering the hazards of stress. To what extent has this objective been realized?

DONOVAN: I don't think there's a seminar in the nation today that wasn't done directly through the use of the International Law Enforcement Stress Association. In other words, either through the magazine, or through films or through a seminar that they attended, either through the chiefs of police, ILESA, the FBI or

whatever.

LEN: Is there any particular point in a police officer's career at which you might say that the potential for job-related burnout is at its greatest?

DONOVAN: You can't answer that question, because everybody's different by the time they get on the job. But I can say this much: when a police officer is appointed to the job in most major cities, he's gone through a series of psychological tests to see that he's mentally in the best of condition. He's also given a series of physical tests. Most jobs do not require either of the two, and yet by the time they're through with this candidate, he should be the cream of the crop in society. He should be physically, mentally, spiritually in the best condition, and they usually are. They take these tests to weed out any potential psychotic people, and they prove with these tests that these people are candidates and should be police officers. It can take anywhere from, for some people, two weeks to a year, up to five years before they burn out. People can go over that line of coming down with a neurosis, or whatever you want to call it, as a direct result of a job, whereas they might not have been pushed over that line in another occupation.

LEN: The psychological testing that some departments do in the recruit evaluation phase, to what extent is it successful in keeping potential bad apples out of the department?

DONOVAN: Only to the degree of how many tests are given can they weed out anybody who's got a deep neurosis, or a psychotic, or something like that. That does not mean that a person who comes on this job

**'If they're carrying a gun off-duty, they're never free from their job. Would you want a doctor going to a dance with his wife wearing a stethoscope around his neck?'**

might not go overboard as a result of the work. In fact, I would like to see the same tests given to police officers a year later, not five years later, after he's been out in the street, and abused so badly by society.

LEN: Is it safe to say that most departments don't do that kind of testing?

DONOVAN: The vast majority of police departments throughout the nation are run by the police chief and have ten men or less. The chiefs appoint them and they can fire them. He's God, isn't he? But the problems of stress are no different in the small towns than they are in the big cities.

LEN: Are the means of resolving stress-related problems less available to the cop in small towns?

DONOVAN: It's hard to say, because there are some chiefs that are pretty good to the men, that will help them and assist them and go out and get outside help. He might play the father role. There are others that may say, "I can handle my problems, let's keep it in-house. Let's not air out dirty linen outside in public." Of course, when they start that kind of attitude they're again adding to the problem. You're not airing dirty linen; a troubled cop is no different from a troubled doctor or anything else. You have a place that can do something about him and he's going to be a better cop in the long run and have fewer problems, if you can do something with him.

LEN: Are certain job functions within the police profession more prone to manifestations of stress than others, let's say a guy in plainclothes as opposed to a uniformed cop on a traffic detail?

DONOVAN: I'm sure of it. There are different degrees of stress. For instance, a person who's working in vice all the time, and he's working with prostitutes, drug addicts, and so forth, he can get burned out too. It depends on what he's doing in his normal life. You see, everybody has to realize what they do off-duty has an important part to play in their job role too. They should have some religion, some sort of faith. They should have play time — too many cops associate with each other off-duty, and I think that's a no-no. They alienate themselves more and more from society and they too often are just talking about their job. They have to realize that there are good, decent people out there. Cops that associate with other people off-duty, positive people, will be stronger when they come back to work the next day. There's no question; it's the same with any occupation, not just police work. But particularly in police work, where they work with the negative all the time.

LEN: A recent order from the New York City police commissioner stated that in certain situations, cops are no longer required to carry their guns 24 hours a day...

DONOVAN: I believe that, too. If they're carrying a gun when they're off-duty, they're never free from their job. It's not that I don't want people to protect themselves, but I don't think a police officer should be carrying his gun 24 hours a day for the simple reason that then he's never free from his job. Would you want a doctor out in public, going to a dance with his wife wearing a stethoscope around his neck, or a priest going to a banquet or a wedding carrying a Bible in his hands? Who the hell would want to talk to them?

LEN: What forms of treatment, apart from peer counseling, which you seem to give the gold stamp of approval to...

DONOVAN: People don't realize that peer counseling doesn't mean just talking to one another. Peer counseling means that we have police officers here who are well qualified, they've got all the educational background. We do family therapy here; one guy who works for me is a full-time family therapist who does couples groups, he does marriage counseling. We have well-qualified people aboard. We have psychologists that come in here — all of the mental health people that we use, every single one of them, are resources; the city department does not have to pay for them. They don't have to take on a psychologist and hire him and have him in-house. We have workshops here, we have regular group therapy, there's a shooting team here, a post-trauma team. I have cops who've killed people who come in here for counseling in-

dividually and in group therapy.

I specialize myself in the field of addictions and trauma — people who've been involved in either death or suicides. My expertise comes not only from my reading and knowledge and schooling, but also comes from having lived around death for the last 25 years, in the Navy and also in the police department, and having counseled so many people that killed somebody or who have been shot at or shot.

LEN: Are marital problems one of the early symptoms of job-related stress?

DONOVAN: I would say it's the leading factor — divorces, relationships with third parties, that kind of thing.

LEN: Are there any aspects of the stress problem that you see becoming more pronounced in time to come?

DONOVAN: Well, the times are getting more violent, more pressure is being put on police officers, they're talking about layoffs, and the more you lay off cops, the more you're going to put pressure on the other cops. There's less service the public will get and the pressure

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# Data on police spending draw fire over validity

Continued from Page 1

of the budgetary factors facing his municipality, factors that don't show up on the census chart. Newark, the lieutenant said, gets "roughly 60 percent of its budget, through one fashion or another, funded through state and Federal government sources."

A state ceiling on spending and a shrinking tax base has also caused the New Jersey town to lose approximately 28 percent of its police force since 1974, through attrition and cutbacks, Dick-schiet said.

To Harvard researcher George Kelling, attempting to draw any type of comparative conclusion from the statistical models available is fraught with dangers. "I really don't know how one can draw any comparison with cities. First of all, the way they keep their crime records are so different, the way they record arrests are so different, the way they record clearances are so different, I just don't see how you can come up with any set of figures on how much it 'costs' to run a police department."

Kelling, a research fellow at the university's Kennedy School of Government and a participant in the Criminal Justice Policy and Management program, said scholars and law enforcement officials alike are realizing the difficulty in drawing comparisons among police departments.

So how do departments come up with budgets to present to municipal governments?

"I would assume there are a variety of factors, including historical factors," Kelling noted.

Tulsa's Chief Stege said that historically, his department has been underpaid and undermanned. But he said even if he got the additional funds he requested it wouldn't make that much difference overall compared to the rest of the country. "One of the problems is... in comparing us with cities that use police officers for different purposes," Stege said.

"We have no chauffeurs and some police forces do. We have no bodyguards and some police forces do. We concentrate on being a lean organization whose primary mission is that of law enforcement," the chief explained.

Similarly, Deputy Chief Isaac Fulwood of the Washington, D.C., police force, voiced skepticism about the census figures that showed his city as spending the most per capita on its police force. "It's difficult to comment on something... that I've never seen that says D.C. has the highest per capita spending of any city

## PERF study urges selectivity in response to calls for service

Continued from Page 3

consistently shown that more than 85 percent of calls received by police are of a noncritical nature, police officials still believe that the public expects quick responses."

PERF's Hayes recalled that a limited response to auto theft was tried in Boston. "We just stopped sending police cars," he said. "We took the reports by phone, with no public education. We never heard a word. We definitely heard a word from the insurance companies, but never from the public."

Education of the public as to the reasons why the police are changing their methods of answering different types of incidents is "critical," Hayes said.

Although the PERF report states

categorically that "present research findings have also indicated that rapid response to calls does not lead to an increased number of apprehensions," Hayes says his report doesn't conflict with an NIJ report on the link between quality arrests and response time. [See story at right.]

"We're still saying that there are certain calls you should get there very quickly to," he said. "It's differentiating which calls you should and which you shouldn't."

Current plans call for the PERF recommendations to be tested in three departments across the country in the next year. Hayes said the choice of cities to be used in the test will be announced in a matter of days.

### Who's spending what...

Washington	\$234.02
Detroit	140.70
Boston	123.86
Newark	115.37
Chicago	114.21
Philadelphia	111.79
St. Louis	98.90
Baltimore	94.29
New York	93.63
Los Angeles	89.58
San Francisco	87.71
Dallas	71.80
Miami	67.83
Atlanta	66.72
Columbus	66.61
Minn'polis	58.52
N. Orleans	55.68
Memphis	55.05
Jacks'nville	47.75
Tulsa	35.63



A sampling of the 46 cities included in the Census Bureau's analysis of police spending reflects the broad disparity in per capita figures. But police officials and researchers aren't so sure about the comparative value of the results.

for its police service because I don't know what went into it."

But Fulwood pointed to the unique nature of the capital, and how its constant stream of government officials, dignitaries and diplomats provides the police force there with very special problems.

"The number of demonstrations that are held here almost daily has a very definite impact on the police services," Fulwood said.

Fulwood also added to the list of special considerations facing his department the number of commuters that stream in and out of his jurisdiction daily.

So if Tulsa, which is the low man on the Census Bureau's totem pole, and Washington, which tops the chart, both claim "special considerations," and if Newark's police force also claims exceptions, does that relegate the Census report to the statistical junk heap? Apparently not. Harvard's Kelling, while discounting the validity of police statistics when used comparatively, says departments and city planners do use some form of statistical analysis to justify past and future

spending.

"Then you get into a very serious dilemma," Kelling said. "In point of fact, city planners, police chiefs have to use something to plan, they have to use something to predict their budgets. And that form of policy analysis I understand, if you understand its shortcomings, if you understand that they are dealing with really surrogate measures of what they're talking about. Okay, I understand you've got to do something. It's something else

to draw comparisons from city to city and its something else even further down the line to do serious research with it."

As part of his research, Kelling regularly speaks with law enforcement officials from around the country. He spoke to one such group of 75 officials recently at Harvard.

"One of the points I made was the unreliability of the data that's available, the problems of using it," he said. "I didn't get a single boo."

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# Policing seen hampered by the military model

Continued from Page 7

ter and encourage the former. Distinguished members of the legal profession are beginning to see the antonymous relationship between professional and military, and have called for change.<sup>27</sup>

## The military model and education

Another somewhat subtle agent in this goal-discipline nexus in law enforcement is the notion of education. In a 1978 report, Thomas A. Reppetto suggested that the organizational structure would be somewhat different in the educated police department than in the present quasi-military model, which was developed at "a time when many police officers were functionally illiterate."<sup>28</sup> John T. Angell further intimates that the abolition of the military hierarchical scheme, with its attendant disciplinary mechanisms, may be hastened by education, which might cause it to give way to "peer-controlled work groups."<sup>29</sup>

The military model inhibits the flow of upward communication even in the educated department. It is ironic (and shocking) that the lowest ranks make the most substantive decisions and have the least input into organizational policies and directions.<sup>30</sup> Hence, the gap between organizational discipline and organizational mission tends to widen, making

the former the goal more than the latter. Moreover, in-service police education (both formal and agency types) define the management role as more important than the level of execution, thereby fostering the elitist notion of a "boss's job."<sup>31</sup>

## Effect on community relations

The further pejorative effect of the military scheme on community relations should not be minimized. Police have been known to take action out of fear of rigid discipline. Many times this is action which was avoidable, i.e., the "cover yourself" mentality by arresting people to protect oneself from future accusations.<sup>32</sup> Despite the effect of this militaristic motif externally, the internal effect is much more intense. Police tend to be harder on themselves in a punitive way than the sanctions issued by the community they serve.<sup>33</sup> The reason for this paralogism ought to be saved for a future investigation. The ultimate community relations dilemma that arises is that one functions internally under the construct of a militaristic-authoritarian scheme and is then sent out to interact with civilians. I suspect that this is a balance that few people are adequately able to strike and may form the basis of a significant police stressor.

## Conclusion

Most of the body of knowledge on the military model is centered on management motifs structured to administrative plans and written by public administrators. Police relationships are changing to some extent but the military management model prevails, and efforts in research at democratizing police work are more theatrical than functional. The

most compelling need for this research is only just surfacing because unionism or professionalism is the police choice of this decade and they don't seem to be suitable bedfellows. It's a grim alternative, requiring courage in casting off the old, and it's a choice that will be made by all ranks and all communities.

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# Supreme Court Briefs...

Continued from Page 5

"given the seriousness of the wounds to" the liquor store owner, "a showup was necessary in this case."

In the second case, James Summitt had been convicted in a Kentucky state court of rape. On the night of July 20, 1974, the victim was forced into a car occupied by two men. She was driven to an isolated spot, where she was raped by one of the men. She was then returned to the place where she had been abducted.

The next day she reported the rape to the police. She described the rapist, but after looking through twelve volumes of photographs of police files, she failed to make an identification that day. Two days later, the victim was taken to another police station and shown other police photographs. After a short while the victim picked out the defendant's picture. At the time she pointed out the picture she was heard by a police officer to say: "That is the man that raped me. There's no doubt about it, this is Jimbo, the man that raped me."

At the trial the victim testified that the man whose picture she had picked out of the police photograph files was in fact the rapist. The police officer who provided the photograph files also testified as to the procedure whereby the victim made the identification. There was extensive cross-examination by the defense counsel.

In affirming the conviction the Supreme Court of Kentucky found "no error in the trial court's refusal to conduct a suppression hearing and no semblance of impermissible suggestiveness in the identification procedure." Acting on a writ of habeas corpus, the District Court for the Western District of Kentucky found no constitutional violation, a decision that was affirmed by the Court of Appeals for the Sixth Circuit.

The convictions in both cases were affirmed by the Supreme Court. In a relatively short opinion authored by Justice Stewart, the majority maintained that it is "the reliability of identification evidence that primarily determines its admissibility." Quoting from its most recent identification case, *Manson v. Brathwaite*, 432 U.S. 98 (1977), the majority opinion held that while "identification testimony is significant evidence, such testimony is still only evidence, and unlike the presence of counsel, is not a factor that goes to the very heart — the 'integrity' — of the adversary process." 432 U.S. 98, at 114, n.4.

It was further pointed out that the opportunity to cross-examine witnesses, police and the defendant, if he or she chooses to testify, also allows for sufficient inquiry into any possible improprieties of pretrial identifications.

The majority declined to hold that the Due Process Clause of the Fourteenth Amendment "inevitably requires the abandonment of the time-honored process of cross-examination as the device best suited to determine the trustworthiness of testimonial evidence."

Dissenting were Justices Brennan and Marshall, who urged that "the record before us is inadequate to conclude that in each case the identification evidence was properly admitted," the cases should be remanded for further proceedings. In a lengthy dissent, running longer than the majority opinion, Justice Brennan sought to convince the majority that eyewitness testimony is inherently untrustworthy, and that a judge's instructions to the jury cannot be a sufficient protection from what might be an unconstitutional identification. In making this point, Justice Brennan wrote: "To expect a jury to engage in the collective mental gymnastic of segregating and ignoring such testimony upon instruction is utterly unrealistic."

Addressing the central point of the present decision, that of whether state criminal courts should be required to conduct a hearing out of jury's presence on the admissibility of a witness's identification, Justice Brennan noted that the "lower Federal courts with virtual unanimity have encouraged the type of hearing" sought in these cases. (*Watkins v. Sowders*, No. 79-5949, and *Summitt v. Sowders*, No. 79-5951, decision announced January 13, 1981.)

## NIJ report shows way to quality arrests

Continued from Page 3

too preoccupied with other duties, specifically, traffic control, community relations, crowd control and internal administration.

What's needed, according to the study, are police administrators who are more willing to use court disposition of cases as a means of judging their own officers' competence. It also means better training.

"There is a need for police trainers to review what is being taught about rapid response, crime scene management, locating and maintaining the cooperation of witnesses (including the victim) and recovering tangible evidence," the study concluded.

The report, funded through a two-year \$349,000 grant from the National Institute of Justice, was conducted by the Institute for Law and Social Research.

## Probation journal seeks articles for 1981 edition

Articles are being solicited for the 1981 edition of the New York State Probation Officers Association's *Journal of Probation and Parole*. The 13th annual edition, to be published in the fall of this year, will include articles on probation, parole, crime control, delinquency prevention and community corrections.

Entries must be submitted by June 30 and should not exceed 15 double-spaced typewritten pages. Submissions should be addressed to: Anthony J. Czarnecki, Editor-in-Chief, Journal of Probation and Parole, New York State Probation Officers Association, P.O. Box 114, Canal Street Station, New York, N.Y. 10013.



## BURDEN'S BEAT

By ORDWAY P. BURDEN

### To the bargaining table or to the lobby: the fracturing of a police organization

Should a national police association be first and foremost a labor union or a lobbying force? On that philosophical question hinges the success of several national organizations, including the International Union of Police Associations (IUPA) and the National Association of Police Organizations (NAPO).

The IUPA takes the labor union road, having affiliated with the AFL-CIO and constituted itself as a conventional union for law enforcement personnel. NAPO is on the other track, leaving labor negotiations to its member associations on the local and state levels and concentrating on lobbying for the interests of police on the Federal level.

Both groups are essentially children of the old International Conference of Police Associations (ICPA). The ICPA was doomed in December 1978 when its president, Ed Kiernan, the former head of the New York City Patrolmen's Benevolent Association, opted for AFL-CIO affiliation and led a large group of member organizations out of the ICPA to form the new police union. His IUPA now claims 30,000 members in 170 affiliates.

As a union within the AFL-CIO, the IUPA has the attraction of solidarity with the huge labor movement. It has already demonstrated what that clout can mean in labor negotiations when other unions joined with IUPA's Memphis affiliate to put pressure on the city of Memphis to settle a contract.

From the viewpoint of many police association's however, AFL-CIO membership is a mixed blessing at best. They point out that the police officers don't share all the aspirations and goals of the AFL-CIO. There is, for instance, the question of universal Social Security coverage, which Big Labor supports but which many police associations oppose on grounds that their members would lose by being included in the Social Security system.

So the IUPA is not the answer for some police associations. In early 1979, soon after the demise of the ICPA, a new association began forming to represent the needs of police organizations which shunned AFL-CIO affiliation. It became the National Association of Police Organizations, with the primary aim of lobbying on the Federal level and leaving labor negotiations to state and police organizations.

NAPO now claims 100,000 members in about 60 associations, some of them state and regional federations with many local affiliates of their own. Probably more than 600 local police organizations are covered by NAPO's umbrella, according to Richard A. Baratta, who describes himself as the "mechanic" of the organization's administration. NAPO has no national office or paid employees. (Its mailing address is the office of its legislative counsel, Seifman and Lechner, in Washington.) Baratta, who is general manager of the Police Officers Research Association of California, explained that he and other volunteers handle administrative details for NAPO.

"Almost all of NAPO's income goes to lobbying and public relations for law enforcement officers," Baratta said. Dues are \$1.50 per officer per year, payable through local member associations in NAPO. NAPO employs Seifman and Lechner to track Federal legislation affecting police, evaluate its potential impact, and coordinate testimony of law enforcement men before Congressional committees.

For its public relations efforts, NAPO contracts with Hill and Knowlton of New York. As NAPO's informational brochure points out: "Although law enforcement is a well known issue, law enforcement officers are often neglected. We hope to continually publicize the needs and interest of the people that are responsible for administering the law."

NAPO's prime target on the legislative front this year will be to defeat proposals to bring peace officers into the Social Security system. Other priorities include a Police Bill of Rights to extend protections afforded ordinary citizens to officers when they are accused of misconduct; mandatory collective bargaining with binding arbitration as the final step, and continuation of tax exemptions on fringe benefits.

During its first year, NAPO claimed credit for new legislation to provide bulletproof vests for all police in the nation and to continue the tax-exempt status of fringes. The tax exemption issue is coming up again, though, and NAPO warns, "We must obtain permanent tax exemption or lose many dollars from each officer's paycheck."

NAPO's membership includes local associations with as few as 30 officers and huge ones such as the New York City PBA, with 20,200, and the Peace Officers Research Association of California, with 20,000. Heading NAPO is Lieut. Jack Pearson of San Diego, a past president of PORAC. Its vice president is Boh Skully of Detroit.

With its 100,000 members, NAPO expects to provide a strong voice for police concerns in Washington. In furtherance of that aim, NAPO has joined the National Law Enforcement Council, a loose federation of 10 groups which offers even greater influence on the legislative process when all of its member associations agree on an issue.

(Ordway P. Burden invites correspondence to his office at 651 Colonial Blvd., Westwood P.O., Washington Twp., NJ 07675.)

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# JOBS

**Lecturer in Sociology.** Loretto Heights College, an independent, liberal arts institution in Denver, Colorado, has announced an opening for a full-time lecturer in sociology for the 1981-82 academic year. The primary teaching area will be general sociology, a specialization in criminal justice is preferred, as are teaching experience and a Ph.D.

Salary is commensurate with experience and educational background. Resume, transcript and letter of reference should be sent before April 24, 1981, to: Personnel Department, Loretto Heights College, 3001 S. Federal Blvd., Denver, CO 80236.

**Part-Time Teaching Positions.** The Department of Criminal Justice at California State University (Fullerton) has announced likely budgetary approval for several temporary part-time positions beginning in Fall 1981. Applicants with an interest in management theory, community mental health, criminal law, or introductory criminal justice are particularly desired.

Applicants should possess experience and education relating to their field of interest, and preference will be given to those with associated teaching time. Salaries are competitive, with excellent fringe benefits. Letters of inquiry must be received before July 15, 1981. Vita, statement of interest and names of references should be sent to: Chairman, Search Committee, Department of Criminal Justice, California State University, Fullerton, CA 92634. An affirmative action, equal opportunity, Title IX employer — minorities and women are encouraged to apply.

**State Trooper.** The State of New York is currently accepting applications for state trooper positions. The state police will hold a statewide competitive examination June 27, 1981, following an intensive recruitment effort.



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Applications can be obtained by writing to the Director of Personnel, New York State Police, State Campus, Albany, New York, 12226, or at any New York State Police installation. All applications must be postmarked by June 1, 1981.

**Faculty Position.** Milwaukee Area Technical College has a position opening for Fall 1981 to develop curriculum, coordinate and teach police in-service and specialized training programs aimed at police officers in Metropolitan Milwaukee. Applicants must have minimum of five years experience in publicly funded law enforcement agency, and should have master's degree in criminal justice or related field or combination of schooling and experience. Desirable qualifications include experience in teaching criminal justice or administration of criminal justice agency or in curriculum development.

Please send resume to: James Jansen, Police Science Coordinator, Milwaukee Area Technical College, 1015 North Sixth Street, Milwaukee, Wisconsin 53203.

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## Director, Criminal Justice Center John Jay College of Criminal Justice

Requires successful experience in researching, preparing, and evaluating Federal, state, and other grants as well as in directing funded research projects. Other responsibilities include supervision of extensive training programs in all areas of criminal justice, production and sales of periodicals, and the operation of a university press. A Ph.D. or the equivalent in criminal justice or related discipline, administrative experience, and familiarity with publications and marketing are required.

Send resume and salary requirements to: Dorothy H. Bracey, John Jay College of Criminal Justice, 444 West 56th Street, New York, New York 10019.

## LEN interview: Boston stress expert Edward Donovan

Continued from Page 10

comes back on the cop again. And the more that police departments deny that there is such a thing as stress, and the more they say that publicity is bad, the more they're adding to the problem. They go back to ignoring and hiding it again.

**LEN:** So it's really an ongoing effort first to get the problem out of the executive offices and out into the open?

**DONOVAN:** Absolutely. And there should be more done in the area of preventing it than in curing it, because there are no absolute cures.

**LEN:** To what extent is public awareness of the problem and community involvement a help to alleviating it?

**DONOVAN:** The more the public understands the policeman's job, the more he understands them, and the greater the relationship. The more people are friendly toward cops, the more he won't feel so alienated. The Phil Donahue Show showed that to me, that many, many people have written in saying that they never realized about the job; they just thought a cop was somebody who walked around or drove around. They never realized all the personal problems he might have. He's a human being; he has problems like everybody else, too. Cops are human beings that mostly do care for people. I'm not talking about the guy that's out there shit-faced, or the over-aggressive cop. We have those,

naturally, but they're still in the minority.

**LEN:** To what extent does the Boston Police Department underwrite the stress program?

**DONOVAN:** The Boston Police Stress Program is a peer counseling program. We're accountable to our department for payroll purposes and time only. We're autonomous. We receive our salaries as patrolmen and that is it. There is no funding, there are no grants. Nothing. We are in a building away from any police department, and it has to be that way. The cop does not want to go into an office in a building with people looking over his shoulder. He could be walking in there to talk about another cop and everybody will think that he's the one that's got the problem. Instead, they can come to this building we have; a brand new recruit knows the building and where it's located. They know there's no mystery here, no taboo. We talk their language, the street language. They get to know us and they call us. We get referrals out of every brand new recruit class there is — guys that want to know about the job, can they handle it, maybe they're going through a divorce and they want anyone to know it — whatever the problem is.

**LEN:** Since the department only hands you to the extent of paying a couple salaries and some overhead, does that put you in a position of having to run out and hustle grants from public or private sources for operating ex-

penses?

**DONOVAN:** There are no grants out there; there's no money for this.

**LEN:** What would you suppose is the reason that no one's funding this type of work?

**DONOVAN:** They're more interested in putting it toward other stuff like hostages, child abuse, that type of thing. They're more interested in doing something for the public than they are for themselves.

You see, my answer is, if you're going to train a cop to do his job well, to have a cop in the best physical and mental health through a stress program is more important than the pen and the gun. If he's got his head in tune, he can handle a lot more situations a lot better.

**LEN:** Are there any immediate or long-range prospects of this situation resolving for the better, so that greater funding will be forthcoming in this area?

**DONOVAN:** I don't see any alleviation; I see everybody talking about cutting out funding in all areas. Who the hell is going to pay for these things to get them going? ILESA is a not-for-profit organization that doesn't have money; she needs money. We're running on nothing. ILESA has nothing to do with the Boston Police Department; it's private enterprise, non-profit. We're looking for contributions to build the shelter I was talking about. We're working hard on that one. It'll be a full-time job that will take me off the Boston PD.



# UPCOMING EVENTS

## MAY

**1. Annual Symposium.** Sponsored by the School of Criminal Justice of the State of New York at Albany and the Criminal Justice Research Center. To be held in Albany, New York. For more information, contact: John Morgan, Assistant Dean, School of Criminal Justice, State University of New York/Albany, NY 12222. Telephone: (518) 455-6322.

**3-8. Managing the Security Function Program.** Presented by the Pennsylvania State University. For further information, contact: Edwin Donovan, S-159 Henderson Human Development Building, University Park, PA 16802. Telephone: (814) 863-0277.

**3-9. Advanced Protective Services Program.** Presented by Richard W. Kobetz and Associates. To be held in Winchester, Virginia. For further information, consult: Richard W. Kobetz and Associates, North Mountain Pines Training Center, Route Two, Box 342, Winchester, VA 22601.

**4-5. Personnel Interviewing Seminar.** Presented by the University of Delaware. Fee: \$195. For more details, contact: Jacob Haber, University of Delaware, 2800 Pennsylvania Avenue, Wilmington, DE 19806. Telephone: (302) 738-8155.

**4-6. Hostage Survival for Correctional Personnel Seminar.** To be held in New Orleans, Louisiana. Presented by Harper & Row Criminal Justice Media. For further information, contact: Harper & Row Criminal Justice Media, 10 East 53rd Street, New York, NY 10022.

**4-8. Firearms Instructor Course.** Presented by Smith & Wesson Academy. Fee: \$425. For further information, contact: Smith & Wesson Academy, 2100 Roosevelt Avenue, Springfield, MA 01101.

**4-8. Crisis Intervention Course.** Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, consult: Florida Institute for Law Enforcement, P.O. Box 13489, St. Petersburg, FL 33733.

**4-8. Medicolegal Death Investigator Training Course.** Presented by the St. Louis University School of Medicine, Division of Forensic & Environmental Pathology. Fee: \$175. For further information, contact: Mary Fran Ernst, Division of Forensic & Environmental Pathology, St. Louis University Medical School, 1402 So. Grand Blvd., St. Louis, MO 63104.

**4-15. Managing Suburban Police Departments.** Presented by the Traffic Institute. For more details, contact: The Traffic Institute, 555 Clark Street, Evanston, IL 60204.

**6-8. The Psychology and Techniques of Interviewing and Interrogation Seminar.** Presented by the University of Tennessee. Fee: \$150. For more details, contact: Department of Conferences, University of Tennessee, 1629 Melrose Avenue, Knoxville, TN 37916.

**6-8. The 51st Annual C.P.P.C.A. State Conference and Training Session.** Presented by The California Probation, Parole and Correctional Association and Fresno's Yosemite Chapter. To be held in Fresno, California. Fee: \$47.50 for members, \$57.50 for non-members. For further information, consult: C.P.P.C.A., 1981 State Conference, P.O. Box 906, Fresno, California 93714.

**7-8. Security of Cultural Institutions.** Presented by the ASIS Educational Programs. To be held in New York City. Fee: \$415.00 for members, \$490.00 for non-members. For further information, ASIS Education and Seminar Programs Department, 2000 K Street, N.W., Suite 651, Washington, D.C. 20006. Telephone: (202) 331-7887.

**7-28. Security Guard Baton Training Course.** Presented by the Regional Criminal Justice Training Center. For more details, contact: Regional Criminal Justice

Training Center, Yosemite Community College District, P.O. Box 4065, Modesto, CA 95352.

**9. Mediating the Media - A Survival Workshop in Public Relations Skills for Law Enforcement Officials.** Sponsored by the Jersey City State College. For further details, call or write: Ms. Marie Fosello at (201) 547-3089, or: The Saturday Semester, Jersey City State College, 2039 Kennedy Blvd., Jersey City, NJ 07305.

**11-15. Arson Investigation Seminar for Public Safety Agencies.** Presented by the Traffic Institute. For further details, see: May 4-15.

**11-21. General Criminal Investigation Course.** Presented by Lake County Area Vocational & Technical Center. For more details, contact: Kenneth A. Bragg, Director, 2001 Roosevelt Avenue, Springfield, MA 01101.

**11-22. Advanced Administrative Officer Seminar.** Presented by the Southern Police Institute. Tuition: \$400. For further information, contact: Admissions office, Southern Police Institute, University of Louisville, Louisville, KY 40292.

**11-22. Law Enforcement Supervision Course.** Presented by the Regional Criminal Justice Training Center. For more details, see: May 7-28.

**13-15. Workshop on Computer Crime Investigation.** Sponsored by Assets Protection Journal. To be held in Dallas, Texas. Fee: \$575. For more details, consult: Paul Shaw, Assets Protection Journal, 500 Sutter Street, Suite 503, San Francisco, CA 94102.

**13-15. Chemical Agents Administration Course.** Presented by Smith & Wesson Academy. Fee: \$300. For further information, see: May 4-8.

**15. Seventh Annual Criminal Justice Speakers Consortium.** Presented by the Criminal Justice Center at John Jay College. To be held in New York City. For more details, contact: Laura Kelly, John Jay College, 444 West 56th Street, Room 2104S New York, NY 10019. Telephone: (212) 489-3592.

**14-15. Civil Liability Course.** Presented by the University of Maryland, Conferences and Institutes Program. Fee: \$190. For further information, contact: Law Enforcement Institute, University of Maryland, University College, Conferences and Institutes Program, University Blvd. and Adelphi Road, College Park, MD 20742. Telephone: (301) 454-5237.

**15-16. Spring Conference of the North Carolina Association of Criminal Justice Educators.** North Carolina Justice Academy. Presented by the Fayetteville Technical Institute. To be held in Salem, NC. For further details, contact: Dr. Jay McCollister, Department of Sociology, Pfeiffer College, Misenheimer, NC 28109.

**17-21. Hostage Tactics and Negotiations Program.** Presented by Richard W. Kobetz and Associates. To be held in Winchester, Virginia. For more details, see: May 3-9.

**17-22. Institute on Training in Crisis Intervention.** Presented by The National Conference on Christians and Jews, Inc. To be held at the University of Louisville School of Medicine, Louisville, Kentucky. For further information, contact: J. Paul Frelick, NCCJ 305 W. Broadway, Suite 407, Louisville, Kentucky 40202. Telephone: (502) 583-0281.

**18-20. Twenty-first Annual New York Professional Polygraph Seminar.** Presented by the National Training Center of Polygraph Science. Fee: \$125. For more details, contact: The National Training Center of Polygraph Science, 1109 Medical Arts Center, 57 West 57th Street, New York, NY 10019.

**18-20. Legal Problems in Police Administration Seminar.** Presented by the Traffic Institute. For more details, see: May 4-15.

**18-22. Homicide and Major Crime Scene Investigation Seminar.** Presented by The Traffic Institute. Fee: \$340. To be held in Denver, Colorado. For further information, see: May 4-15.

**18-22. Firearms and Chemical Agents for Corrections.** Presented by the Smith & Wesson Academy. For further details, see: May 4-8.

**18-22. Probation Case Management Phase III Course.** Presented by the Regional Criminal Justice Training Center. For more details, see: May 11-22.

**25-29. Police Photography Course.** Presented by the Florida Institute for Law Enforcement. Fee: \$125. For more details, see: May 4-8.

**29. Performance Improvement for Police Personnel Seminar.** To be held in Pittsburgh, Pennsylvania, by Highhill International. For further information, contact: Highhill International, 48 West 48th Street, Suite 1404, New York, NY 10036. Telephone: (212) 777-0003.

## JUNE

**1-2. Funding Sources for Criminal Justice Agencies Seminar.** Presented by Harper & Row Criminal Justice Media. To be held in Atlanta, Georgia. For further information, consult: May 4-6.

**1-5. The Police Response to the Crimes of Homicide and Rape.** Presented by the Pennsylvania State University. For more details, see: May 3-8.

**1-11. Crime Scene Procedures Course.** Presented by Lake County Area Vocational & Technical Center. For more details, see: May 11-21.

**1-12. Homicide Investigation Seminar.** Presented by the Southern Police Institute. Tuition: \$400. For more details, see: May 11-22.

**2-3. Fuel Efficiency Driving Instructor Course.** Presented by The Institute of Police Traffic Management, University of North Florida. Fee: \$150. For more information, contact: The Institute of Police Traffic Management, University of

North Florida, 4667 St. Johns Bluff Rd., S Jacksonville, FL 32216.

**2-4. Hostage Response for Law Enforcement Agencies.** Presented by Highhill International. To be held in Portland, Oregon. Fee: \$325. For more details, see: May 29.

**2-July 3. Criminal Justice Study Tour of Great Britain.** Sponsored by the Center of Criminal Justice, Arizona State University. Cost: \$2,695. For more information, contact: Professors I. Gayle Shuman or Tom Schade, Center of Criminal Justice, Arizona State University, Tempe, AZ 85281.

**3-5. Executive Development: Developing a Philosophy of Management.** Presented by the Florida Institute for Law Enforcement. Fee: \$125. For further details, see: May 25-29.

**3-6. Intermediate Training Courses in Crisis Intervention.** Presented by the National Training Conference for Crisis Intervention and the Southwestern Academy of Crisis Interveners. Fee: \$300. For further information, contact: Sharon C. Leviton, Southwestern Academy of Crisis Interveners, 8609 Northwest Plaza Drive, Suite 440-A, Dallas, Texas, 75225.

**4-5. Police Officer Street Survival Seminar.** Presented by Calibre Press and the Regional Training Center. For further information, contact: Regional Training Center, Missouri Western State College, 4525 Downs Drive, St. Joseph, MO 64507. Telephone: (816) 271-4220.

**4-8. Seventh National Psycho-Motor Skill Design Instructor Training Seminar.** Sponsored by the Justice System Training Association. To be held at the Hyatt Regency in New Orleans. Fee: \$150. For further information, contact: Kevin Parsons, Director, Justice System Training Association, Box 356, Appleton, WI 54912. Telephone: (414) 731-8893.

**7-10. Advanced Training Course in Crisis Intervention.** Presented by the National Training Conference for Crisis Intervention and The Southwestern Academy of Crisis Interveners. To be held in Dallas. Fee: \$300. For more details see: June 3-6.

**7-11. Law Enforcement/Security Field Survival.** Tuition: \$400. Presented by Richard W. Kobetz & Associates. To be held in Winchester, VA. For further information, see: May 3-9.

**8-10. Workshop on Computer Crime Investigation.** Sponsored by Assets Protection Journal. To be held in Chicago, Illinois. Fee: \$575. For more details, see: May 13-15.

**8-12. Managing Criminal Investigations: Homicide.** Presented by the Southwestern Law Enforcement Institute. For more details, contact: Cindie J. Burkel, Southwestern Legal Foundation, P.O. Box 707, Richardson, TX 75080.

**9-11. Handling Kidnap & Extortion Cases.** Presented by Highhill International. To be held in Washington, D.C. Fee: \$325. For further information, consult: May 29.

**14-20. Thirteenth International Course in Criminology.** To be held in New York City at the John Jay College of Criminal Justice. Sponsored by the Societe Internationale de

Criminologie. Fee: \$250. For further information, contact: John Jay College of Criminal Justice, 444 West 56th Street, Room 6104, New York NY 10019.

**15-16. Drug/Narcotics Enforcement Seminar.** Presented by the University of Delaware. Fee: \$100. For more information, see: May 4-5.

**15-17. Training for Trainers: The Newest Techniques Seminar.** Presented by Harper & Row Criminal Justice Media. To be held in St. Louis, Missouri. For more details, see: May 4-6.

**15-19. Advanced Firearms Course.** Presented by the Smith & Wesson Academy. Fee: \$375. For more details, consult: May 18-20.

**15-19. Regional Police Firearms Instructor School.** Presented by The National Rifle Association of America. To be held in Allentown, PA. Fee: \$100. For further information, contact: The National Rifle Association of America, 1600 Rhode Island Avenue, N.W., Washington, DC 20036.

**15-26. Internal Affairs Seminar.** Presented by the Southern Police Institute. Tuition: \$400. For further details, see: May 11-22.

**16-18. New Funding Sources for Criminal Justice & Corrections.** Presented by Highhill International. To be held in Springfield, MA. Fee: \$295. For further details, consult: May 29.

**18-19. Sex and Arson Related Homicide Investigation.** Presented by the University of Delaware. Fee: \$100. For more details, consult: May 4-5.

**18-21. Basic Investigative Hypnosis Seminar.** Presented by the Law Enforcement Institute. To be held in Chicago, IL. Fee: \$475. For further details, contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, 303 Grottna Green Way, Los Angeles, CA 90049.

**21-25. North American Police Work Dog Association Workshop.** To be held in Fort Wayne, Indiana. Hosted by the Allen County Police Department. For more information, contact: Sgt. Robert Compton, K-9 Trainer, Allen County Police Department, 12535 Laura Road, Fort Wayne, Indiana 46818.

**22-24. Basic Techniques of Arson Investigation.** Presented by the University of Tennessee. Fee: \$225. For more information, consult: May 6-8.

**22-25. Basic/Advanced Computer Security Conference.** Presented by the ASIS Educational Program. To be held in Chicago, IL. For more details, see: May 7-8.

**22-26. Law Enforcement Instructor Training Course.** Presented by the Southwestern Legal Foundation. For more details, see: June 8-12.

**24-26. Arson Investigation for Police & Prosecutors.** Presented by the Harper & Row Criminal Justice Media. To be held in St. Louis, Missouri. For more information, see: May 4-6.

**24-26. Advanced Hostage Negotiations Seminar.** To be held in Portland, OR. Presented by Highhill International. For further information, consult: May 29.

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# Police Products

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor of the item. Nothing contained below implies the endorsement of Law Enforcement News.

**SILENCE IS GOLDEN** — "Silent Alarm Response," a 29-minute film outlining police response tactics for silent alarm calls, is now available from Calibre Press. The film also contains instructions on minimizing risks for financial institutions involved in armed robbery situations.

Included in the film are tested methods for dealing with robbers, transmitting a call for help, deploying police outside, checking out an alarm call to make sure it's real and preserving evidence.

The film, sponsored by Mosler Anti-Crime Bureau, can be purchased or rented through Calibre Press, 1521 Kirk Street, Evanston, IL 60202.

**ILLEGAL MOTION** — The DUE-Dimensional Unified-Energy Detector, a

motion detector with total volumetric protection in areas from 50 to 1000 square feet, is now available from Unisec Inc.

The Model D-1, which requires 30 to 35 MA at 11 to 14 volts DC, is self-contained and is available in both surface and flush-mounted models. The unit's protective ability is not hampered by furniture or other obstructions that are permanent fixtures or frequently changed, making the unit valuable in warehouses or storage areas where contents frequently change.

No sensitivity adjustments are required with changing room conditions. The unit also compensates for changes in temperature and humidity and is not affected by sunlight, mirrors, radio frequency interference, and bells or other

sounds.

The unit is designed for protection of homes, offices, showrooms and stores. For further information, contact Unisec, Inc., 2251 Bancroft Avenue, San Leandro, Ca. 94577.

**GIMME FIVE** — A new model ID4000 interface system incorporating the IDentimat Hand Geometry Identification System and Cardkey Access Control System is available from Stellar Systems Inc.

The system consists of an ID2000 T2 Hand Geometry Identifier, which contains a card reader compatible with the Cardkey Access Control System, and an ID4000 System Controller with 16 hand reader capacity.

The ID4000 Controller links the Card-

key Access Control System and the Stellar Hand Geometry Identifiers by transmitting hand geometry status and card information. Only when there is positive hand geometry verification is the card data transmitted to the control system for authorization. Simple possession of an authorized card would not be sufficient means to gain access under this system.

A built-in mini-diskette storage unit is used for permanent storage of hand geometry and program data. The storage capacity is retained in the event of a sustained power loss.

Inquiries about the system should be addressed to: Stellar Systems, c/o Ad Data Services, Inc., P.O. Box 36c37, Los Angeles, Ca., 90036.

**TV OR NOT TV** — The TYA-30 A Video Alarm System, new from Fernseh Inc., is designed to automatically report changes in picture content by an optical and acoustic signal while the picture appears continuously on the monitor. The system consists of an alarm unit, a TV camera and monitor and a video alarm control unit.

The unit is capable of reporting alarms in any of 192 alarm fields and can be programmed through a grid pattern faded into the monitor screen. The unit can also be programmed to avoid having irrelevant picture changes trigger an alarm. Attempts to interfere with the units operation would trigger the alarm.

For further information on the Video Alarm System, contact: Laurie Prestwich, Marketing Department, Fernseh Inc., P.O. Box 15068, Salt Lake City, UT 84115.

## NYC cops win option to disarm when off-duty

Continued from Page 3

D.C., cop was being arrested for the murder, or the alleged murder, of a teenager following a fight over a parking space."

Fyfe said that not enough is known about the consequences of police not being armed in all communities, especially smaller, rural Southern communities where "it may in fact be a deterrent, because everybody knows where the cop lives."

What is clear from Fyfe's studies is that more research into all of the consequences of police not having to arm themselves at all times is needed.

"I can show you an awful lot of the negative consequences of carrying a gun," Fyfe said. "What we need to do is to measure in a more adequate way the positive consequences of carrying a gun. Do the cops make important off-duty arrests, do the cops deter bad guys?"

New York police figures show off-duty cops made 175 arrests last year including 119 felonies. Those arrests involved two murders, 34 robberies, 20 assaults, 25 burglaries and five weapons violations.

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